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ABSTRACT

Designed to provide basic information on the linkages achieved under the Youth Employment and Demonstration Projects Act (YEDPA), this report focuses on education/Comprehensive Employment and Training Act (CETA) linkages, the vocational education/CETA connection, and the role of postsecondary institutions (particularly minority colleges) in achieving such linkages. The first section of this volume consists of a compilation of reports on vocational education/CETA coordination. Covered in these reports are a historical perspective of coordination, the educator's side of coordination, coordinative mechanisms, and improvement of existing coordination efforts. Case studies of 111 programs involving cooperative efforts between vocational education and CETA, Title IV, and other employment and training programs are appended to the compilation. Discussed in the remaining sections of the volume are the status of coordination efforts between CETA and vocational education, CETA linkages with postsecondary vocational education, postsecondary responses to unemployed youth, and prime sponsor utilization of colleges and universities in implementing CETA youth programs. (The first volume of this report and a related report on work education councils are available separately--see note.) (MN)

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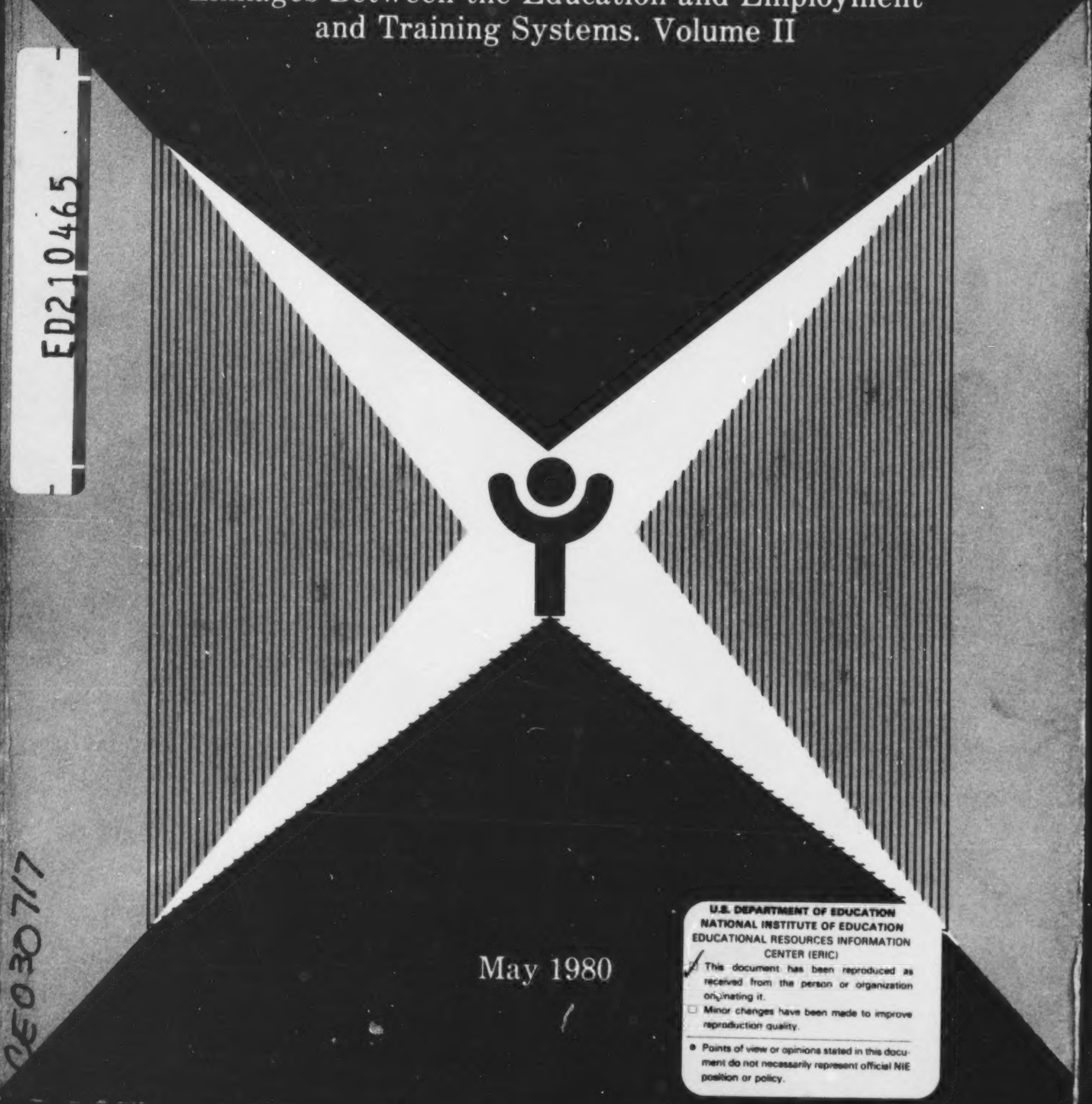
# YOUTH KNOWLEDGE DEVELOPMENT REPORT

## INSTITUTIONAL LINKAGES
## Linkages Between the Education and Employment and Training Systems. Volume II



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## YOUTH KNOWLEDGE DEVELOPMENT REPORT 12.3

# LINKAGES BETWEEN THE EDUCATION AND EMPLOYMENT AND TRAINING SYSTEMS

## VOLUME II

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# OVERVIEW

Over the last fifteen years, federal involvement in education and employment and training has expanded dramatically. Two of the major aims of this involvement have been to provide compensatory and remedial assistance to youth most in need and to increase coordination between schools and labor market institutions. The education and employment and training systems began with distinctly diverse objectives--one educational and the other economic; diverse funding and power bases--one state and local and the other federal; and different target populations--one to serve all young people and the other concentrated on those with special problems. Over time, however, the two systems have increasingly focused on common concerns. With the impetus of legislation, programmatic necessity and common sense, they have begun to develop mutually supportve interprogram linkages.

The commonality of concerns is most vividly expressed in the Youth Employment and Demonstration Projects Act (YEDPA) which approaches youths' preparation for and entry into the world of work from both the economic and educational perspective. YEDPA was passed as part of the Carter Administration's economic stimulus package and its immediate objective was to reduce the intolerably high lvels of teenage unemployment, particularly among minority and disadvantaged youth. In addition, however, it also sought to stimulate systemic change in the relationship between educational and labor market institutions.

The provision most directly aimed at bringing about this change was the requirement that at least 22 percent of the Youth Employment and Training Programs (YETP) funds provided to state and local prime sponsors be spent on in-school programs under agreements between the prime sponsors and local education agencies. The Act required that all in-school work experience must combine work with career counseling, occupational information, placement assistance and special efforts to overcome sex stereotyping. For both in-school and out-of-school jobs, it mandated efforts to arrange academic credit for work experience. YEDPA also broadened the role of the National Occupational Information Coordinating Committee (NOICC), originally created under the 1976 Amendments to the Vocational Education Act, by including a mandate that in the development of an occupational information system particular attention should be directed to the needs of economically disadvantaged youth. These mandates were reinforced by the Career Education Incentive Act of 1978 which provided formula money to states for expanded occupational information and career-related instruction. The Elementary and Secondary Education Act Amendments of 1978 provided for in-school youth employment programs linked to education. In reauthorizing CETA in 1978, coordination was required with activities under the Career Education Incentive Act. The CETA set-aside for supplemental vocational education programs was increased from 5 percent to 6 percent of CETA Title II resources. A new set-aside of 1 percent of Title II funds was provided to States specifically for facilitating CETA-education coordination.

These strong mandates for cooperation between the education and CETA systems in carrying out the job creation and employability development objectives of YEDPA have challenged both the employment and training and education sectors to join forces in a united assult on the problems of youth employment and youth preparation for employment.

The Departments of Labor and Education (previously the Office of Education in the Department of Health, Education and Welfare) have utilized all available mechanisms to influence the education and employment and training systems to achieve these important objectives. The goals have been given priority in the design and implementation of new programs as well as the reorientation of existing ones. A range of joint technical assistance activities were undertaken. Discretionary resources were used to provide incentives for cooperation at the state and local levels between the education and employment and training systems. A vast array of research, evaluation and demonstration activities were initiated to learn more about education and work problems and programs. Finally, the education and manpower communities worked hand-in-hand in the development of youth policies for the 1980s under the aegis of the Vice President's Task Force on Youth Employment.

## 1. Program Design and Implementation

From the initial planning state of YEDPA implementation, the Department of Labor worked closely with the Department of Education and national educational associations in formulating policy for the various education-related provisions in the Act. Correspondingly, there was extensive interagency consultation in developing regulations for the Career Education Incentive Act and the youth employment provisions of the Elementary and Secondary Education Act.

The regulations governing the Youth Employment and Training Programs under YEDPA were designed to allow for maximum local flexibility while ensuring that the mandates for integration of work and education objectives were achieved. The regulations regarding CETA/LEA agreements outlined broad parameters for these agreements but left the form and substance to the process of negotiation at the local level in order to allow for the wide variance in local conditions. To carry out the intent of the 22 percent set-aside to promote linkages primarily with public secondary schools, the definition of an LEA for purposes of YETP was narrowed to focus on public schools, with the expectation that colleges and junior colleges could be funded with resources above the 22 percent level. In an attempt to improve the quality of programs for in-school youth under the Youth Employment and Training Programs, the regulations required that in-school programs provide career employment experiences which were defined as a combination of well supervised employment, counseling, guidance and placement assistance. Requirements for the provision of academic credit were stressed with a clear delineation of the roles and responsibilities of the educational system in awarding credit for specific programs.

The regulations for the Summer Youth Employment Program (SYEP) published in 1978 attempted to link summer youth programs with in-school efforts, and also stressed educational enrichments and career counseling. Likewise, there was an encouragement to arrange academic credit for work experience.

Policies regarding Job Corps operations also placed greater emphasis on education aspects of Job Corps programming. A new Advanced Career Training program where Corpsmembers would be trained in residence at colleges or junior colleges was added to Job Corps to provide for 1,500 of the 22,000 new slots created in the doubling of this program. Job Corps reading and mathematics curricula were revamped and greater attention was focused on innovative educational approaches. In addition, Job Corps began using vocational education facilities as part of its expansion efforts, and brought on vocational education personnel to aid in curricula improvement.

Finally, the Departments cooperated extensively in the staffing and development of the National Occupational Information Coordinating Committee, expanding its mission as rapidly as possible in order to assure meaningful coordination.

## 2. Technical Assistance and Support

Both Departments sought and enlisted the active support and involvement of public and private agencies and organizations representing the many diverse interests concerned with the CETA-education linkage to promote better working relationships and to help clarify and propose solutions to the issues confronted in bringing the systems closer together. These actions were aimed at influencing key decisionmakers within each of the systems at the national, state and, most importantly, local levels. As part of this networking activity, the Departments individually and jointly supported and participated in conferences, workshops and policy forums held throughout the nation sponsored by a wide variety of national, state and local groups. In addition, the two Departments co-sponsored a series of conferences on CETA/LEA relationships at the outset of YEDPA. The Office of Career Education conducted a series of ten regional meetings co-sponsored by DOL's Office of Youth Programs at which nuts and bolts issues of joint programming were discussed. In addition, a series of mini-conferences brought CETA and career educators together in workshop settings to work out specific problems related to CETA-education collaboration.

The Department of Labor, with substantial input from Health, Education and Welfare, published a series of technical assistance guides for prime sponsors on education-related issues. These included guides on: the awarding of academic credit in YEDPA programs; considerations regarding the development of CETA/LEA agreements under YETP; career information delivery systems; and the possibilities of work-education councils. Through educational groups such as the National Association of State Boards of Education, the American Vocational Association, the Council of Great City Schools, the National Governors' Association, and a number of public interest groups and national associations representing community based organizations, the Department of Labor helped facilitate CETA-education collaboration by identifying model programs including those demonstrating effective CETA-education collaboration. Summary descriptions of these model programs were distributed to prime sponsors on a regular basis with the intent of fostering replication of exemplary models. The Bureau of Occupational and Adult Education in the U.S. Office of Education (BOAE/OE) funded a project to identify exemplary CETA/vocational education programs currently operating in the field and document what made them exemplary in a series of case studies and a state-of-the-art paper. A consortium of state public interest groups was funded by the Office of Youth Programs to provide comprehensive technical assistance at the state level primarily to improve education and labor linkages.

### 3. Collaboration Incentives

In areas where legislative mandates overlapped or were complementary, the Departments of Labor and Education mounted a series of discretionary incentive programs. The major purpose of these programs was to draw the CETA and educational systems together through the creative coupling of extra federal funding and singular efforts. An important secondary aim was to gain a better understanding of the dynamics of cooperation and innovation and to document identified collaborative models which could maximize the utilization of available resources at the state and local levels.

The largest and most broad ranging effort was the Exemplary In-School Grant Program Demonstration project. This was administered with the assistance of Youthwork, Inc., a new intermediary organization created by the joint efforts of five private foundations to marshall the combined education and labor expertise and perspectives necessary to mount such a collaborative effort. Under the Exemplary In-School Program, projects were developed in the areas of (1) counseling, guidance and job-seeking skills, (2) the awarding of academic credit, (3) improved private sector involvement, (4) youth operated projects, (5) projects for high risk youth, and (6) activities for handicapped youth. Department of Education funds supplemented those of the Department of Labor.

The CETA and Vocational Education Incentive Program aimed at demonstrating models of linkage between vocational education and CETA youth programs at both the state and local levels. This effort represented several million dollars in jointly funded linkage projects, with subsequent emphasis on replication.

The Departments have also worked together to try to improve coordination between CETA and programs in post-secondary education institutions through a number of incentive and demonstration projects totalling approximately $3 million. The Fund for the Improvement of Post-Secondary Education (FIPSE), utilizing Labor Department resources, managed a national competition to fund and evaluate program models would provide a broader spectrum of educational and training services at the post-secondary level for CETA qualified youth. The Bureau of Occupational and Adult Education, with $1 million funding by the Labor Department, conducted a Vocational Education/CETA Summer Youth Employment Program (SYEP) which tested the efficacy of granting SYEP monies to post-secondary institutions to involve primarily minority economically disadvantaged youth in an integrated program of career development, basic skills development and vocational training. Finally, the Upward Bound-CETA demonstration project transferred resources to the Department of Education to support programs in ten sites which would provide for a combined career-oriented education program and career-related summer work program for economically disadvantaged high school students. The program was intended to channel students away from lower level occupations and into expanding occupational areas particularly those in which minorities and others from disadvantaged backgrounds are severely underrepresented.

The Department of Labor sought to promote linkages between the private sector and education and employment activities at the local level through the Work-Education Consortium Project, which is being assessed by the National Institute of Education. The project involves more than 30 communities throughout the nation in which local Work-Education Councils have been formed to help facilitate youths' transition from school to work within their communities. The Department also provided matching grants to five states to enable them to undertake statewide initiatives in building on existing work-education councils.

The Department of Labor, in conjunction with the Office of Juvenile Justice and Delinquency Prevention, also jointly sponsored a large-scale national grant program for alternative education projects which would combine work and education, hopefully with the effect of reducing delinquency. These efforts are based on the models of alternative education developed and tests by the Department of Education.

Lastly, under the auspices of the National Occupational Information Coordinating Committee (NOICC), the Department of Labor supported a $2 million incentive program to fund statewide career information systems in selected states. Using a matching strategy, NOICC tapped CETA, Vocational Education, Educational Information Center, Career Education and other resources available at the state and local levels in support of a coordinated career information delivery strategy, usually involving computer delivery systems.

These many incentive programs not only encouraged cooperation, but provided a laboratory for learning about program design, implementation and replication. Each had a built-in research component to determine how well linkages were working and why. The aim, then, was not only to foster coordination in the near term, but to provide the foundation for more effective linkages in the future.

### 4. Knowledge Development

YEDPA provided extensive authority to the Secretary of Labor to experiment with and evaluate alternative employment and employability development approaches for economically disadvantaged youth. Under a carefully designed series of "knowledge development" plans, a structured array of multi-site demonstration projects, large-scale evaluations and complementary research efforts were initiated on a scale and scope of unprecedented dimensions. Education and work issues were a major focus of these knowledge development activities.

The cornerstone is the Youth Incentive Entitlement Pilot Projects (YIEPP), a legislatively mandated demonstration program which ranks as the largest social experiment in history. Within 17 demonstration sites, the program guarantees a job and/or training (part-time during the school year and full-time in the summer) for all economically disadvantaged 16- to 19-year-olds who are in school or willing to return to school and who subsequently perform adequately in school. One of the major aims of the demonstration is to assess the impact of a job guarantee on school retention, return and completion. It is intended to demonstrate whether youth who have dropped out of school can be attracted back into school through curriculum adaptations and alternative education approaches, and whether improved school capacity in combining education and work activities will improve the future employability of students. A structured test of different modes of enriching educational services within schools was undertaken in January 1979. There is an extensive research effort to capture the effects of the program not only on school return, retention and completion as well as future employment, but also on performance in school and time devoted to studies. The background surveys will provide a wealth of information about the educational experience of the disadvantaged, including comparable youth outside Entitlement areas.

Another knowledge development activity with significant policy implications is the Career Advancement Voucher Demonstration Project which is testing the feasibility and value of applying the GI Bill approach to youth employment programs by providing an "Education Entitlement Voucher" to youth participants in selected programs. It will determine whether increased training and education at the post-secondary level is appropriate for CETA youth.

The Education Improvement Effort (EIE) under Job Corps is testing alternate instructional methodologies developed and screened in conjunction with the Department of Education. In the controlled setting of Job Corps, it is carefully testing their effectiveness on disadvantaged youth through a large scale random assignment experiment including pre/post and follow-up testing.

The School-to-Work Transition Demonstration Project is another structured experiment in which community based and other groups are providing transition services to high school juniors and seniors. Data collected from this project and others with similar objectives, will be assessed to determine the comparative effectiveness of different deliverers of services and the impact of such services on economically disadvantaged youth. As one variant, there are also a group of projects which are bringing the apprenticeship system into the school, making arrangements for juniors and seniors with the anticipation that they will move smoothly into full-time apprenticeships upon graduation.

A number of YEDPA funded research activities focused on the delivery of career information being carried out by HEW and DOL under the coordination of NOICC. These are 1) a national survey of career information delivery at the secondary school level; 2) a structured test of the effectiveness of different types of information and delivery on the measured career awareness of youth; and 3) a test of the impacts of intensive exposure to career information on disadvantaged youth.

DOL is experimenting with the replication of the Career Intern Program, a tested alternative education program originally developed by the Opportunities Industrialization Centers (OIC's) under contract to the National Institute of Education (NIE). The Institute is operating this program under the terms of an interagency agreeement. A variant designed for Hispanic youth is being operated by SER Jobs for Progress.

Finally, there is a range of complementary research on education/work issues utilizing data gathered under the Survey of Income and Education, and the National Longitudinal Surveys. A major new longitudial survey has been undertaken with interagency input; this will provide a wealth of information about work-education relationships.

### 5. Policy Formulation

The Vice President's Task Force on Youth Employment provided a forum for the joint input of the education and employment and training communities into the formulation of youth policies for the 1980s, building on the efforts under YEDPA. The Task Force held roundtable meetings with employers and educators around the country, a major conference on education/CETA linkages, as well as continuing consultation with interest groups and leaders from both the education and employment and training communities. The result was a major initiative formulated in the Youth Act of 1980 which would drastically expand and target basic skills programs in poverty area schools as well as CETA remedial services for out-of-school youth, with a heavy emphasis on coordination of activities at the local level through incentive grants and joint funding of education/work programs in target poverty area schools.

These various efforts have had immediate as well as long-range consequences. In April 1978, eight months after the signing of YEDPA, an HEW-DOL team made onsight reviews in five locations. Based on this very limited sample, the review team observed:

> "YEDPA has contributed to improved CETA communication with the public schools. In some cases, YEDPA has provided the impetus for communication.... YETP is reaching students who would not otherwise be served.... The ability to hire additional school counselors and staff has contributed to the ability of schools to offer services to additional youth, particularly transitional services for students who are noncollege-bound."

An interim report on YEDPA implementation prepared early in 1979 by the National Council on Employment Policy reflected the pace of institutional change that resulted from the coordinative provisions in YEDPA. The report stated:

> "The Council's first report on YEDPA implementation told a story about optimistic prime sponsor plans for CETA/LEA agreements. The plans reflected more aspirations of the sponsors than was realistic. The second report documented problems encountered in implementing the first hasty plans; a breakneck implementation pace that left little time for considerations about quality; incompatibility between prime sponsor and LEA calendar years; disagreements over whether academic credit was appropriate for employment aspects of work experience. There were positive results to report, but expectations in the first LEA cycle ending in June 1978 outran what was feasible. Expectations for the start of the second academic year may have been lowered, but, at the margin, sponsors and LEAs seem to be moving in the direction of more progress."

Referring to the early strains of implementation of the Exemplary In-School Demonstration Project, a recent report prepared by Cornell University and published by Youthwork, Inc. documented positive impacts of incentive activities:

> "There is considerable evidence that the outcome has been a valuable one for both organizations (CETA and education)--the staff have had experience at working together and have shared responsibilities in the completion of joint tasks. Successful negotiation of this level of collaboration appears to have resulted in more intense collaboration in other areas, e.g., discussions on further coordination, recruitment of youth for programs, and the crossover of staff from one program to serve as advisors to another."

A study of CETA/LEA impacts in large cities by the Council of Great Cities Schools reported that:

> Aside from the improvements in institutional communication which the legislation promoted, it spurred several immediate changes in the delivery of school-based employment services. The requirement that schools design their services to meet prime sponsor specifications resulted in heightened attention on the part of educators to a traditionally manpower-oriented set of concerns. Incorporation of occupational interest and aptitude testing into program intake services was one result. Increased efforts to coordinate program training and job sites with local manpower needs was another. More attention was devoted to work site development than had formally been the case under NYC and the summer jobs programs.

All these studies point out the false steps as well as progress, the frictions which are part of change, and the obstacles to further collaboration at the local level. However, the following positive themes run through all these analyses:

- There is a willingness, even an eagerness in many localities to cooperate and work things out.
- State agencies have increasingly assumed a supportive and facilitative role.
- The level of collaboration between the education and manpower communities has never been so high.
- A certain momentum has developed at all levels as individuals are beginning to work together.
- Specific barriers have been identified that now can be addressed in a positive, knowledgeable way.

Many of the efforts undertaken to date will have their payoff in future years. The incentive projects are now having an immediate impact in encouraging collaborative application for incentive funds, but as new linkages are forged and more is learned about the process, coordination will improve. The technical assistance activities represent a continuing commitment; it takes time for messages to circulate to local decision-makers, and for cooperation at the federal and state levels to filter down. New institutional mechanisms such as the State Occupational Information Coordinating Committees are just getting in operation, and their impact will be in the future. Knowledge development activities will yield critical information about how to improve our education and work policies in future years. Most critically, the new youth initiatives of the administration provide the potential for continuing and even accelerated progress.

This volume provides basic information on the linkages achieved under YEDPA and the lessons which will be of critical importance in implementing youth policies for the 1980s. It first presents basic technical assistance documents and conference reports focusing on education/CETA linkages and what they have accomplished. It then looks at the vocational education/CETA connection and focuses on the use of post-secondary institutions and particularly minority colleges. While suggestive of the many problems which must be addressed, these various studies document the progress in finding innovative and productive linkages between the CETA and education systems.

This study is one of "knowledge development" activities mounted in conjunction with research, evaluation and development activities funded under the Youth Employment and Demonstration Projects Act of 1977. The knowledge development effort will result in literally thousands of written products. Each activity has been structured from the outset so that it is self-standing but also interrelated with a host of other activities. The framework is presented in A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977, A Knowledge Development Plan for the Youth Initiatives Fiscal 1979 and Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application for Fiscal 1980.

Information is available or will be coming available from these various knowledge development efforts to help resolve an almost limitless array of issues. However, policy and practical application will usually require integration and synthesis from a wide range of products, which, in turn, depend on knowledge and availability of these products. A major shortcoming of past research, evaluation and demonstration activities has been the failure to organize and disseminate the products adequately to assure the full exploitation of the findings. The magnitude and structure of the youth knowledge development effort puts a premium on structured analysis and wide dissemination.

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor will organize, publish and disseminate the written products of all major research, evaluation and demonstration activities supported directly by or mounted in conjunction with OYP knowledge development efforts. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is one, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, the measurement instruments and their validation, the translation of knowledge into policy, and the strategy for dissemination of findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analyses of existing data, presentation of findings from new data sources, special studies of dimensions of youth labor market problems, and policy issue assessments.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including the Summer Youth Employment Program, Job Corps, the Young Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects, and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This involves experiments with work vs. work plus remediation vs. straight remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth, and the impacts of various employment approaches.

8. Implementation Issues: This category includes cross-cutting analyses of the practical lessons concerning "how-to-do-it." Issues such as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programs, the use of incentives, and multi-year tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and the programmatic adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees, and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered include the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration, windpower, and the like.

12. Institutional Linkages: The products in this category include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education, volunteer groups, drug abuse, and other youth serving agencies.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities focused on different policy, program and analytical issues. In turn, each discrete knowledge development project may have a series of written products addressed to different dimensions of the issue. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstrations. Hence, the multiple products under a knowledge development activity are closely interrelated and the activites in each broad cluster have significant interconnections.

Many of the demonstration and research projects implemented under YEDPA were intended to foster CETA/education linkages and to learn more about what works best for whom. Of particular relevance in conjunction with this volume are the following: In the "research on youth employment and employability development" category, information on education needs is contained in A Review of Youth Employment Problems, Programs and Policies, Schooling and Work Among Youths from Low-Income Households, The Transition from School-to-Work--The Contribution of Cooperative Education Programs at the Secondary Level, School-to-Work Transition: Reviews and Syntheses of the Literature and Education and Employer Perspectives. The four volumes of evaluations of YEDPA experience at the local level prepared by the National Council on Employment Policy in the "program evaluations" category and the Lessons from Experience provide evaluative background on CETA/school relationships. Alternate Education Models--Interim Findings from the Replication of the Career Intern Program, Alternative Education Models--Preliminary Findings of the Job Corps Educational Improvement Effort, and Advanced Education and Training--Interim Report on the Career Advancement Voucher Demonstration--all under "education and training approaches" category--provide important substantive information on education approaches. School-to-Work Transition Services--The Initial Findings of the

Youth Career Development Program and School-to-Work Transition Services--The Exemplary In-School Project Demonstration, both in the "pre-employment and transition services" category, provide detailed background information on transition services in school.

Many dedicated individuals at all levels are responsible for the remarkable record of coordination and cooperation between the education and employment and training systems, but there is one person who has served as the primary focus and impetus within the Department of Labor. While bureaucrats tend to remain "faceless," this volume testifies to the extraordinary abilities and dedication of Evelyn Ganzglass, the Office of Youth Programs coordinator for education and related matters.

Robert Taggart
Administrator
Office of Youth Programs

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# VOCATIONAL EDUCATION-CETA COORDINATION:

## A COMPILATION OF REPORTS

Prepared by
CONSERVA, INC.
for the
Bureau of Occupational and Adult Education
Department of Education

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# CHAPTER ONE: INTRODUCTION

## THE COORDINATION MANDATE

The forging of a partnership between education and work has remained an intractable problem throughout the 1970's. Attempts to link the two systems stem from a growing consensus that the worlds of education and work must be brought together to impact effectively on the pervasive problem of youth unemployment.

Unemployment among youth sixteen to nineteen years of age has been three times the national adult unemployment average. Youth leave school each year with only a limited knowledge of the world of work. Dropouts additionally lack the skills and credentials necessary to compete in the labor market. For minority youth whose unemployment rates are twice that of other youth, early failures may create a pattern that they will follow into their adult years.

In response to the continuing and critical problem of youth unemployment and desirous of a concerted effort on the parts of the education and employment and training systems, Congress passed the Youth Employment and Demonstration Projects Act of 1977 (YEDPA). Included in that legislation, now Title IV of CETA, were specific mandates for coordination: "It is the purpose of this title to provide a broad range of coordinated employment and training programs for eligible youth" [P.L. 95-524, Sec. 401]. In Subpart 3 of Title IV, the Youth Employment and Training Programs, the eligible applicant must provide assurances

> that in the implementation of programs under this subpart, there will be coordination, to the extent appropriate, with local education agencies, postsecondary institutions, community-based organizations, public assistance agencies, businesses, labor organizations, job training programs, other youth programs, the apprenticeship system, the courts of jurisdiction for status and youthful offenders programs, and (with respect to the referral of perspective youth participants to the program) the public employment service system. [P.L. 95-524, Sec. 436(3)]

Further evidence of the Federal press for coordination is contained in other titles of CETA and in the Education Amendments of 1976.

Title II of CETA provides funds for the provision of vocational education services, reserving fifteen percent of the funds "to coordinate programs under this Act with existing vocational education programs" [P.L. 95-524, Sec. 204(c)(2)(A)]. Furthermore, funds are made available to the governor of each State "for encouraging coordination and establishing linkages between prime sponsors and appropriate educational agencies and institutions . . . " [P.L. 95-524, Sec. 202(d)].

The Vocational Education Act calls for the "coordination of programs funded under this Act with Manpower Training Programs and of Manpower Training Programs with programs funded under this Act" (Sec. 108(b)(l)(c)). Representatives of the State Manpower Services Council are to participate in the preparation of state five-year plans (Sec. 107(a)(l)(H)). Criteria for coordination are to be included in the state five-year plans (Sec. 107(b)(5)). Results of coordinative efforts are to be shown in the Annual Accountability Reports (Sec. 108(b)(l)(C)). Funds are to be distributed on the basis of local applications which describe the relationship of vocational education and manpower programs (Sec. 106 (a) (4) (C)). An occupational information system serving the common occupational needs of vocational and employment and training programs at national, State and local levels is to be developed and implemented in all States receiving Federal vocational funds (Sec. 161 (b) (1) (B)). In complementary fashion, YEDPA requires as a condition for receipt of YETP funds that eligible prime sponsors provide a description of the coordination of proposed programs, projects and activities with offerings of local education agencies and postsecondary institutions (Sec. 346 (a) (1)).

## A VOCATIONAL EDUCATION-CETA PARTNERSHIP

The idea of a vocational education-CETA partnership is not new. Vocational education played an active role in employment and training programs under MDTA. The growing problem of youth unemployment and the advent of the Youth Employment and Demonstration Projects Act (YEDPA) in 1977 has merely rekindled an interest in the relationship.

Vocational education, because of its historic role in the preparation of people for work, stands as a potential force for coordinated national endeavor to reduce youth unemployment. The necessity for a collaborative approach was recognized by Ernest Green, Assistant Secretary of Labor for Employment and Training, in his keynote address to the 71st Annual Vocational Education Convention where he stated

> What is needed now in the CETA-Vocational Education relationship is for us to give more substance to its emerging form. By intensifying our teamwork we can play a key role in making sure that America's young people will be better prepared to face the job market and that the job market will be better prepared to accommodate them. (American Vocational Journal, February, 1978, p.24).

The role of vocational education in serving youth was of particular interest to the Office of Youth Programs in the Department of Labor. Several approaches were undertaken to find out how the relationship between vocational education and prime sponsors was working or could work. As a first step, the Office of Youth Programs funded several national organizations to identify exemplary youth program models. The American Vocational Association study focused specifically on vocational education programs for disadvantaged youth. As a second step, YETP funds were matched with vocational education discretionary funds for a competitive grant program which would focus on projects that linked CETA and vocational education efforts at the local level. These programs or incentive grants were particularly concerned with serving the hardest to employ such as handicapped youth, offenders and young mothers. These programs are just now being implemented in fiscal year 1980.

In a reciprocal approach, the U.S. Office of Education sponsored two studies dealing with other aspects of vocational education-CETA linkages. One study was funded through the Office of Career Education and specifically focused on negotiating the agreement between local education agencies and prime sponsors. The second study, funded by the Bureau of Occupational and Adult Education, looked at the interface between vocational education and Title IV youth programs. It is the latter study which has produced the results contained in this volume.

It was not the intent of this study to evaluate the results of coordination, but to describe the process as it has evolved. Two years of implementation and experimentation have made possible a reflection on the nature and form that vocational education-CETA coordination has taken at the local level. It is fair to say that in States or localities where there was previously no coordination, even the negotiation of an agreement for vocational education to serve as the administrator of a youth program may be a large step forward. In areas where there has been a long history of coordination dating back to the involvement of vocational education in CETA during the 1960's, the two agencies are better able to build on cooperative endeavors already in place, to concentrate on improving services to disadvantaged youth, and to provide those services in more innovative ways. It may be inferred that where vocational education and the prime sponsor had such a history of working together, the coordinative mechanisms under Title IV were more sophisticated and more likely to be characterized as a full program model.

## INFLUENCE OF TITLE IV LEGISLATION

Part of what can be observed may be directly attributable to Title IV legislation. The problem of youth is defined as one of unemployment and, as may be expected, work experience was more often offered as an intervention than was skill training. While academic credit was an important issue in the legislation, the goal was for the youth to obtain a high school diploma or its equivalent, but not specifically to learn a skill. Conditions for receiving financial assistance under YETP emphasize that work experience be provided to youth which will improve their ability to make career decisions and which will provide them with basic work skills. Work experience rather than classroom training and employability skills rather than entry-level job skills have been the mainstay of youth programs. The Youth Employment and Training Program was designed to provide work experience with all other possible training and services subordinated in support of work experience. It is not surprising that services which were difficult to develop, such as job restructuring or programs specifically designed to overcome sex stereotyping in job development and placement, were few and far between.

The roles of certain agencies as outlined in the legislation did in fact occur. There were numerous arrangements for State employment security agencies to assist in various activities of a project including intake, eligibility screening, placement, and even negotiating worksite agreements with employers. The regulations called for assurances to be provided that the funds would be utilized by the local educational agency or agencies to the extent necessary to pay the cost of school-based counselors. Indeed, CETA funds provided for additional counselors to work with disadvantaged youth. However, the necessity for keeping the administrative costs low left little or no funds for program improvement efforts such as in-service training, yet the intense and sustained relationships espoused for dealing with youth sometimes strained the capability of available counseling staff. Terms such as mentor and advocate were often heard. Barring the existence of a cadre of well-trained staff familiar with the problems of disadvantaged youth, in-service training could do much to support counselors in their advocacy roles.

## AWARDING OF ACADEMIC CREDIT

There were isolated instances of vocational education agencies participating in the development of guidelines for the awarding of academic credit for work experience, and of cooperative vocational education guidelines being used as a model for awarding academic credit. Competency-based assessments did not often serve as the basis for awarding credit. The majority of credit awarded in youth programs was still awarded for time spent. Where credit was awarded for time spent, vocational education may have participated in an assessment of the worksite prior to placement of a participant. This practice fits the Department of Labor model of program evaluation for credit. Where cooperative vocational education has been used as a model for earning credit, the practice closely fits the Department of Labor model of experience designed for credit. The third Department of Labor model of awarding credit for prior experience was not evidenced in this study.

## ADDITIONAL COORDINATION FUNDS

The one percent funds available to governors under Title II for encouraging coordination and establishing linkages between prime sponsors and educational agencies and institutions can be utilized to move the vocational education-CETA partnership forward. In the State of Michigan, the Departments of Labor and Education have agreed to combine the one percent funds and the 15 percent of the six percent vocational education set-asides, and have jointly developed guidelines for the expenditure of the funds. The combined CETA and education linkage funds will be channeled into planning grants for the development of projects at the local level which are the result of collaboration between educational and employment institutions and other government agencies in the community. The State of Utah also combined its six percent and one percent monies and designated them specifically for the purpose of levering institutional change. The goal was to make vocational education responsive to CETA clients. Guidelines for the use of the funds were collectively developed by vocational education and CETA staff at the State level. The State of Colorado has combined six percent, one percent, and four percent funds from Title II along with vocational education funds to provide vocational skills training at various community colleges throughout the State. The Colorado program is not limited to youth and focuses on youth who are 18 or older.

Each of these approaches holds promise for what might similarly be done with Title IV and other vocational education monies. The State of Minnesota did combine Title IV funds and one percent linkage funds from Title II to create a CETA-education linkage unit which is housed in the Minnesota

Department of Education, Division of Special Services. Staff of the unit includes a basic skills specialist whose responsibility is to link education and CETA efforts; a career development specialist whose responsibility is to link CETA with vocational education, guidance, counseling and occupational development; and an educational policies specialist whose responsibility is in the area of education policy issues such as the granting of educational credit and the integration of funding in coordinated programs.

# CHAPTER TWO

# A HISTORICAL PERSPECTIVE

Present coordination between vocational education and CETA prime sponsors has been strongly influenced by the interplay of historical forces. To understand the effects of this interplay requires that the major historical forces be identified and their interactive effects examined. Consistent with these demands, this chapter will be divided according to the major historical forces that have influenced the present status of coordination. Within each section, the discussion will be developed according to a chronological sequence of events.

## THE NEED FOR A DEVELOPING WORK FORCE[1]

### The Formative Years

Two forces--the Industrial Revolution and the expanding frontier--operated in tandem to create an insatiable appetite for skilled manpower. Exploding technology created a myriad of jobs heretofore unknown. Skills that were sufficient in an older day no longer were salable in a market that required ready acquiescence to new ways. The 'pull' of the frontier with the common perception of "opportunity for the taking" contributed to the growing need for a skilled work force to fill the rapidly expanding industrial economy. The westward migration created a continuing turnover in the industrialized work force, thereby creating a steady need for replacements. Vacancies created by the seductive lure of the West were filled by successive waves of immigrants hoping to move to a land of new opportunities. The westward moving frontier also served as a safety valve--a vent for social pressures created by the growing pains of an emerging industrial power. Those who were displaced by the industrial revolution moved West to seek their fortunes under new and unknown conditions.

As production moved from the loft to the factory, apprenticeship, as an early means of providing a pathway to literacy for those in colonial America who could not pay for an education, began to falter. Its importance declined due to the pull of the frontier, the individualism of the American pioneer, the increasing supply of skilled immigrants and the emergence of the factory system with its demand for skilled manpower beyond that which the apprenticeship system was able to produce. As a reaction to diminished educational opportunities for factory workers, numerous privately supported lyceums and institutions were founded wherein science was combined with practice in an effort to meet the educational needs of the mechanics and farmers. By the time of the Civil War, the manual labor movement had run its course, leaving as its legacy a social concern for the education of women and a fertile climate for the subsequent development of agricultural and industrial education.

Increasing interest in agricultural and industrial education resulted in the passage of the Morrill Act of 1862. This Act provided that each State was to receive a grant of land from which the interest from the sale was to be used to support and maintain at least one college devoted to agricultural and mechanical arts. States which accepted the grant were required to provide at least one agricultural and mechanical college within five years or the grant would be revoked. Since funds could not be used for buildings, the Morrill Act effectively established the precedent for the matching requirement in Federal assistance to education. The Act also marked the first attempt by Congress to use Federal support for education as an incentive to the States to attain a specific national goal.

In the period following the Civil War, considerable support developed for the establishment of free secondary schools supported by public taxation and controlled by the local community. The legality of local autonomy was contested for a quarter century and was not resolved until the Michigan Supreme Court affirmed the right of a local school board to levy taxes for the support of public education. This decision authorized local school boards to establish public secondary schools in response to public need and predestined vocational education's place in the public high school.

With the advent of improved techniques for training in the use of tools, a movement began to introduce manual training into the public schools. It was based on the premise that manual skills combined with liberal education enhance educational returns. The manual training movement was paralleled by developments in home economics and agricultural education. By the turn of the century domestic science had been incorporated into the public school curriculum. National legislation creating a network of agricultural extension centers at the local level focused attention on the need for improved agricultural practices and contributed to the development of agricultural instruction in the local public secondary schools.

The general educational focus of the manual training movement led to a paradox with respect to trade training. Whereas the shop and factory could not function as a school, neither could the school successfully duplicate the conditions of the trade. In an effort to develop a workable system of industrial education, the trade school emerged. These schools took a variety of forms. Some were private tuition schools; others were free. Many were operated by private employers as a means of providing their employees with the general educational foundation to support further skills development. Massachusetts took an early interest in trade schools and in 1906 passed a law making industrial education a part of the public school offerings. This action, together with widespread public interest, led to the foundation of a national society to promote the values of education as a preparation for industrial employment and to seek Federal support for industrial education.

## The Beginning of Vocational Education

In response to a growing social demand for education to assume the responsibility for the development of the skilled work force, Congress passed the Smith-Hughes Act which established the precedent for Federal participation in secondary education. Heretofore the Federal government had supported agricultural and industrial education in land-grant colleges. The Smith-Hughes Act extended Federal aid to the public secondary schools by providing funds for the support of training in agriculture, home economics, trades and industries and in the preparation for teachers in these fields. Funds were authorized for salaries of teachers and supervisors in the public schools, administrative personnel, State Department of Education agency staff and teacher training personnel in colleges. States that accepted Federal support were required to designate a State board for vocational education and to submit a plan governing the expenditure of Federal funds. States receiving Federal funds were required to match the Federal appropriations which were allocated to States on a population basis. Thus, the Smith-Hughes Act laid the foundation for the present structure of vocational education.

The period from the passage of the Smith-Hughes Act to the mid-1960s marked the emergence of vocational education as a national response to the needs of those heretofore ignored by the educational system. Congress, in a series of subsequent acts, expanded the support and extended the scope of vocational education. The George-Dean Act of 1936 added distributive education and authorized increased appropriations to meet the growing vocational education need. World War II provided the nation a practical demonstration of vocational education's ability to train for war defense. In 1946, Congress passed the George-Barden Act to assist the nation's public schools in making a contribution to postwar recovery. This act increased the authorization, established practical nursing and fishing trades education as eligible for support and provided for increased flexibility of States' use of Federal funds. The designation of specific program areas eligible for support and the provision of assistance for teacher education of professionals in these programmatic areas created specialty areas within vocational education. These specialty areas demarked the content of vocational education and thus served as the basis for the creation of professional jurisdictional areas which were subsequently institutionalized in State educational organizational structure.

## The Emerging Era

These programmatic funding categories remained until 1963 when Congress passed the Vocational Education Act. This Act eliminated the previously established programmatic categories and provided, instead, that Federal funds be used for providing services to designated target populations. Funds were authorized for construction of area vocational schools and for the use of program support services including in-service and pre-service teacher training and administration. A separate authorization was provided for the establishment of a work-study program to assist States in providing part-time public employment for needy students and for the construction of residential schools.

The Vocational Education Act was amended in 1968. Among other things, the Amendments provided for separate categorical authorizations for exemplary programs and projects, residential vocational schools, homemaking and consumer education and cooperative vocational education programs wherein meaningful on-site work experiences could be integrated with formal classroom studies. In addition, work study programs to provide part-time student employment were authorized as were curriculum development and bilingual vocational training. The definition of vocational education was expanded to include preparation for all occupations not considered professional and requiring less than a baccalaureate or higher degree for entry.

Considering the assigned responsibility to provide a supply of trained workers to meet the demands of an industrialized society, it is not surprising that planning was emphasized as the means to ensure an adequate supply of skills to meet employment demands. The Smith-Hughes Act, the founding legislation for Vocational Education, required that States desiring to receive Federal support submit a plan governing the proposed expenditure of Federal funds. The governing principle was that vocational education should train people for gainful employment and that training should be provided in those jobs most needed to support industrial growth. States in the preparation of their State plans were enjoined by the Vocational Education Act of 1963 to give due consideration to projected manpower needs and job opportunities in allocating Federal funds to local education agencies. The 1968 Amendments expanded the planning mandate by requiring a five-year and an annual plan for the expenditure of Federal funds. The requirement to consider current and projected manpower needs and job opportunities in their planning was extended to include new and emerging needs and opportunities at the local, State and National levels. State Advisory Councils were created and mandated to assist in the preparation of long-range and annual program plans.

The press for planning reached new levels in the Educational Amendments of 1976. Title II amended the Vocational Education Act of 1963 and took as its purpose to assist States in improving planning for the coordinated use of all resources. States in preparing their five-year plans were required to assess the current and future needs for job skills and to set out explicitly the goals the State would seek to achieve in meeting the assessed needs for the provision of these skills. To provide better demand-supply data on which to base decisions, a National Occupational Information

Coordinating Committee was established and mandated to develop an occupational informational system to meet the informational needs at National, State and local levels. Congress also provided for the establishment of a vocational education data system to allow for improved reporting and accounting of vocational education students, staff and expenditures.

Thus has vocational education since its early inception been assigned the role of developing people as economic resources. In this role, students are encouraged to develop skills which are or will be in demand by society, thereby ensuring them of employment upon completion of a program. Responsiveness of the educational system to economic requirements is to be ensured through reliance on the allocative efficiencies of rational planning supported by improved data reporting and accounting systems. The primacy of this role, however, is blurred by other contravening historical forces. One such force is the growing tendency to view humans as free agents who should be provided the opportunity to explore and achieve their fullest potential. This contrasts with their consideration as factors of production to be allocated by the laws of supply and demand in a manner that will promote economic and social growth.

## A GROWING CONCERN FOR THE DEVELOPMENT OF HUMAN RESOURCES[2]

### Early Efforts

Co-existent with the emergence of an industrial society was a growing dissatisfaction with the inequalities in the distribution of economic and social opportunities. The laissez-faire doctrine of the 18th and 19th centuries was progressively displaced as the Federal government sought to achieve solutions to persistent social problems. Abolition of slavery, abolishment of child labor, guarantee of fair wages and standards, health and safety protection, collective bargaining--all became possible under the aegis of Federal welfare legislation. Passage of legislation to deal with the unique problems of special groups became a hallmark of the American legislative process. In quick succession after the Smith-Hughes Act of 1917, Congress passed the Smith-Sears Act of 1918 and the Smith-Fess Act of 1920, which established the basis for a Federal-State partnership to provide physically disabled citizens with vocational guidance, training, occupational adjustment, prosthesis and placement services.

The necessity for economic recovery from the massive unemployment experienced in the Great Depression, coupled with the progressiveness of the Roosevelt New Deal, spawned a host of major social legislation. In 1933, the Wagner-Peyser Act heralded the beginning of the Employment Service. This Act called upon the States to establish an employment system to assist people in finding jobs and provided Federal funds as an incentive for States to establish these services. The Social Security Act passed by the Congress in 1935 provided that each State administer a system of unemployment insurance compensation according to standards established by the Federal government and assigned administration of the unemployment insurance to the Employment Service. The Civilian Conservation Corps (CCC) was established during this period and provided an opportunity for enrollees to participate in the job-oriented education classes. The National Youth Administration (NYA), one of the first programs to turn its attention to the special needs of youth, was concerned especially with the problem of youth unemployment and their need for job training and vocational guidance. The NYA early set out to assist youth in evaluating themselves, to make vocational choices and to plan training programs that would be congruent with these choices. The National Apprenticeship (Fitzgerald Act) of 1937 established the Department of Labor's entrance into the training field and provided an alternative to manpower training through the public school system. With few exceptions, however, Federal response to the problems of unemployment were confined primarily to the creation of jobs rather than the provision of training for jobs that did not exist. The economic recovery caused by World War II and the postwar boom provided little further incentive or serious national concern about the continued development of human resources.

## Social Concern in the '60s

The beginning of the 1960s marked the advent of the Great Society with its crusade to eradicate poverty. A rocky economy, an unpopular war and a growing social concern for those who had been bypassed by the mainstream of society led to a host of legislation aimed at equalizing social opportunities. In recognition of the rights of all individuals to share in the benefits of a democratic society, the purpose of vocational education shifted from the preparation for gainful employment to the provision of ready access of all people in all communities to quality vocational education which is realistic in terms of employment opportunities and suited to the needs, interests and abilities of people to benefit from such training. To promote these goals, Congress provided that Federal funds could be used to support work-study programs, residential schools, area vocational education programs and general education to the extent that it is related to the students' need for occupational training. Counseling and guidance services were to be provided to those students enrolled in vocational courses or those planning to enroll. To ensure that vocational education would be provided to those in need, Congress specifically identified four special populations for targeting of Federal funds:

1. those in secondary schools;
2. those who wanted to extend their vocational training beyond the secondary schools;
3. those already in the labor market and needing additional skills upgrading;

4. those who have academic, social, economic or other handicaps that prevent them from succeeding in a regular program.

By extending vocational education's responsibility to include student need as well as employment requirements, Congress made clear its intent that vocational education should function as an instrument of social change. The requirement that vocational education serve both the demands of the society for trained manpower and the needs of its citizens for productive and rewarding work created a contradiction in purposes and a fragmentation of the founding philosophy that had directed vocational education for nearly a half century.

## National Manpower Programs

At about the same time, Congress turned its attention to dealing with the lingering problem of unemployment. As an adjunct to the Area Redevelopment Act of 1961, Congress passed the Manpower Development and Training Act (MDTA). The purpose of this Act as originally conceived was to retrain adult workers who were unemployed because of technological obsolescence. Local employment offices were to identify demand occupations and to locate unemployed workers who could profit by retraining. Training was to be conducted by local public schools that were to be reimbursed for the use of their facilities. Funds for the classroom training component of MDTA flowed from the Federal government down through state educational agencies and state employment security agencies. State vocational educational agencies had full responsibility for selecting the training facilities and for administering the funds to local educational agencies. State employment security agencies through their local offices identified the occupations for which training was needed, performed the outreach activity to locate and recruit participants and attempted to place them upon completion of the program.

Funded classroom programs were generally of three types:

- single occupational training courses
- multi-occupational projects and
- individual referrals (Mirengoff and Rindler, 1978, p. 127)

Because of their congruence with regular vocational education programs, the most popular programs funded under MDTA were class-size courses dealing with particular skills or occupations. Since the time period of these courses did not correspond with the school time schedule, frequent problems were encountered in keeping the classes full due to their fixed entry-exit dates. As a means of serving MDTA clients, schools developed a self-contained organizational unit termed a skills center. These centers, not encumbered by the schedules of the regular school system, offered greater flexibility, open-entry and open-exit, and generally provided supportive counseling and guidance services. Depending on local circumstances, skill centers were under the jurisdiction of local school districts, public vocational education institutions or in some instances operated by private non-profit or community-based organizations. The third type of program funded was individual referral in which slots were purchased in ongoing programs on an individual-by-individual basis.

Thus, vocational education, as a skills provider, had been drawn into the battle against rising unemployment. The basic supposition guiding manpower policies in the early '60s was that sufficient jobs were available but that unemployment was caused by structural barriers. It was believed that these barriers could be removed by identifying the job skills in demand, by providing the unemployed with the requisite skills and by matching the supply of skilled workers with the jobs in demand. The failure of technological unemployment to materialize for adults with work experience and a 17% unemployment rate for youth in 1963 focused attention on the employment needs of the disadvantaged youth. MDTA was amended to provide increased training quotas to be made available to youth. The authorized training period was extended to 104 weeks. Basic education was allowed as a fundable activity and the amounts of basic training stipends were liberalized. Results, however, were disappointing. Although the overall unemployment rate fell, due largely to the effects of a tax reduction, unemployment for groups at a competitive disadvantage remained largely unaffected.

## The War on Poverty

Coincident with Johnson's assumption of the Presidency, the impetus for manpower programs shifted to the Executive branch with the administration drafting battle plans for a war on poverty. In 1964, President Johnson signed the Economic Opportunities Act which created the Office of Economic Opportunity (OEO). The philosophy of the Act embodied in the programs it supported was geared to the removal of barriers inhibiting equality of economic opportunity. Attempts to improve equality of economic opportunities focused on the disadvantaged, especially youth. In recognition that self-attitudes, personal habits, emotional responses to life situations, and attitudes towards work were barriers affecting the employment of many disadvantaged, activities were designed to emphasize combination of remedial education training and work experiences. Supportive programs provided an extensive menu of human services including basic language and academic enrichment for the preschool child, part-time work opportunities for the adolescent who needed work to stay in school and employability skills for the out-of-school youth who needed altered attitudes and work habits to be better prepared to secure and hold a job. Programs oriented to serving the needs of youth included the Job Corps, Neighborhood Youth Corps, VISTA, and special impact programs such as Headstart. For the older unskilled adult, developmental services were provided which included adult basic education, work experience programs and various types of special training.

Rather than enlisting the aid of established programs such as MDTA and Vocational Education in the War on Poverty, OEO chose to serve the poor through Community Action Programs which were often organized outside of the political and social infra-structure of the existing community. The Neighborhood Youth Corps sought to serve both in-school and out-of-school youth. In-school programs, offered by school districts or in community action agencies who matched Federal funds with in-kind facilities and services, were designed to provide youth with income and work experience. Out-of-school programs, offered by community action agencies or city and county governments, sought to provide income and employment for disadvantaged youth. The Job Corps, patterned after the Civilian Conservation Corps of the 1930s, was built on the philosophy that certain youths because of their extreme disadvantagements could not be served unless they were removed to a controlled environment. These Job Corps conservation centers were in essence vocational education residential schools. While espoused as being singularly different from vocational education schools, these centers employed similar instructors and curricula. Eligibility of private firms as operators of Job Corps Centers was regarded as a significant advantage.

Although choosing not to use MDTA as a direct vehicle, the antipoverty programs had a distinct gravitational pull. As the displacing effects of technology failed to materialize, emphasis shifted to those who were both unemployed and poor. Because of their early experiences in serving the skilled who were experiencing technological displacement, MDTA programs had difficulty shifting to serve the more disadvantaged. Those with higher levels of education were more than proportionately represented in institutional training. Recruitment procedures tended to favor the more experienced and highly motivated amongst the disadvantaged.

Employment security had little experience in identifying and motivating the more seriously disadvantaged to enroll in MDTA programs. Those who were motivated to seek out services by registering in employment security offices were not likely to be drawn from the pool of hard-core disadvantaged suffering from multiple labor market problems. Because of the demand for existing programs and the added expense imposed by augmenting training with supportive services, there was little incentive to engage in extensive outreach activities, nor to offer remedial program supportive services.

Evolution of the skills center concept represented a creative response to dealing with the problems of serving the disadvantaged. Separated from a regular educational institution, skills centers could deal with the whole person. Counseling, guidance, remedial education, employability skills and job skills could be creatively combined in a setting designed to emphasize a comprehensive learning experience. Skills centers, however, were not without their problems. In an effort to achieve training economies and placement efficiencies, high turnover occupations tended to be emphasized rather than those characterized by high demands. Facilities tended to be poor in comparison to regular vocational programs and less geared to the development of high-level skills. Perhaps most serious of all in an emerging era of equality, these programs treated the disadvantaged by withdrawing them from the mainstream of educational activity.

## Removal of Barriers to Employment

Despite the combined efforts of OEO programs, MDTA and vocational education, poverty still persisted in the mid-60's. Despite a strong economy, there were still substantial pockets of poverty and accompanying high unemployment of specialized disadvantaged groups. Because of a demonstrated inability of manpower programs to eliminate these barriers by concentrating on raising the disadvantaged up, a new strategy emerged--that of attacking the barriers themselves. Thus, in a search for the ready solution, interest turned to intervention in the hiring process as a means of effecting a solution to persistent unemployment and poverty. A Concentrated Employment Program (CEP) represented a "rifle" approach to problems of unemployment in ghetto areas in which all existing manpower programs were coordinated in a specific target area and employers urged to hire the disadvantaged. Continuing the OEO penchant to circumvent the institutionalized entrance structure, Community Action Agencies were designated as the prime sponsor in each target city. Funds for the support of CEP came from MDTA, Neighborhood Youth Corps, and other OEO programs with more than half the monies coming from MDTA. In a further effort to interest employers in the hiring of the disadvantaged, job opportunities in the business center (JOBS) was initiated to be promoted by the National Alliance of Businessmen (NAB). The JOBS program relied upon a subsidy to employers as an incentive to hire the disadvantaged. Monies for the subsidies were obtained by reducing the funding for support of the classroom training component of the MDTA. In an effort to train more disadvantaged and to link them directly with potential employers, the goal of MDTA on-the-job training was increased from 25 percent to 50 percent of total MDTA enrollees.

This change in philosophies signaled the decline of classroom training as a significant manpower delivery system. The demands of the disadvantaged for immediate jobs had more political expediency than the claim that education was the passport from poverty. Jobs in the central cities were clustered at two extremes: those characterized as dead-end, with low wages and high turnover, and those requiring technical skills that could not be generally imparted within the time and resource constraints of most manpower programs. Manpower planners were thus in a quandary. They could either provide training for jobs in the secondary labor market that clients could generally get without the benefit of such training, or they could gear up to provide training for more technical jobs at a greater expenditure of resources, thereby serving fewer clientele. In view of the returns, the strategic decision was to emphasize those programs with short-run employment benefits to the disadvantaged. Congress continued to support MDTA with training being directed to be provided through skills centers and the concept of skills centers was expanded to community colleges. However, this support was not forthcoming in the appropriations. Absence of increased appropriations and diversion of funds to other programs decreed the decline of institutional skills training as a potent weapon in the continuing battle against unemployment.

While expressing only lukewarm support for skills training under the auspices of MDTA, Congress passed the Vocational Education Amendments of 1968. The '68 Amendments reaffirmed the nation's commitment to provide quality vocational education to a larger segment of American society. Uses of Federal funds were expanded to include programs and services to the handicapped who could not succeed in regular classes and to those with limited English-speaking abilities. Vocational guidance and counseling was declared eligible for support and provisions were made for providing vocational training through arrangements with private institutions. To ensure that the needs of special groups were not overlooked, minimum percentage expenditure levels were established for the academically and socially disadvantaged, for the handicapped and for programs for youth and adults in postsecondary institutions.

Thus, the decade of the '60s closed with mixed optimism and a mosaic of programs designed to serve the disadvantaged. None of the approaches tried, however, have lived up to the initial optimism that improvement in the skills capabilities of humans would guarantee employment in a free society. Unemployment and poverty remain unequally distributed across the population despite the plethora of programmatic solutions. Contracts to dispense manpower services were said to be in excess of 10,000 (Snedeker and Snedeker, 1978, p. 182). Federal monitoring was shared by MDTA staff, Office of Economic Opportunities staff, Economic Development Administration staff, and the Department of Labor. Administration was hampered by conflicting jurisdictions, non-uniformity of reporting, duplication of services, territorial turfdom and agency reluctance to cooperate.

## CAREER EDUCATION - AN EMERGING EDUCATIONAL REFORM MOVEMENT[3]

Career education is reported to have made its debut on the educational scene when in early 1971 then U.S. Commissioner of Education, Sidney Marland, gave his famous address entitled "Career Education Now" before the National Association of Secondary School Principals. In that address, Marland laid out the design for American education--a design in which every student would leave high school with a marketable skill. Schools would have the responsibility for 100 percent placement in either a job or continuing education. Curricula would emphasize the dignity of work, the relevance of education to a work career, and a design in which education extended beyond the school to encompass the community itself.

### Early Foundations

Although focused by Marland into a new rubric, the concepts themselves were neither new nor novel. No lesser figure than Benjamin Franklin offered the view that education had utilitarian purposes in the development of a middle class and that certain selected subjects would lead to success in business and the professions (Herr, 1972). Organized labor took an early position that education should lead to improved understanding of the relationship between work and society. Frank Parsons in the early 1900s laid the groundwork for the modern counseling and guidance movement with his book, Choosing a Vocation. Parsons argued for an awareness of self, understanding of the requirements for success, and the use of reasoning to relate this information in an informed choice of vocations. The National Vocational Guidance Association, founded in 1913, argued that the school curriculum provides for the integration of vocational guidance and for skills development. This unity, however, was deferred for nearly a half century by the National Education Association's decision to emphasize guidance for education's sake rather than for orientation to work. The influential educational philosopher John Dewey argued in the 1930s that education should provide the means for developing the skills, knowledge and attitudes necessary for coping with the adjustment problems of life. Of specific relevance to career education, the most persistent life situations were defined as the wise use of leisure time and earning a living.

Interest in vocational guidance and career development continued but with little formal recognition and support until the advent of the Vocational Education Amendments of 1968. These Amendments provided that Federal vocational education funds could be expended for vocational counseling and guidance, and authorized expenditure of funds for exemplary programs and projects. Given the existence of longstanding support for the concept and the presence of Federal funds for support, Marland's speech galvanized the U.S. Office of Education into action. The Bureau of Adult, Vocational and Technical Education was directed to provide guidelines to the States to assist them in using funds for research, demonstration and exemplary projects to launch the career education movement. Two major strategies were followed by the Office of Education in guiding the development of career education exemplary and demonstration projects in the States.

## Career Education Models

One strategy was the development of Federally sponsored models of career education. These models were to operationalize the concept of career education and represented the initial core of research and development efforts at the Federal level. Four models were eventually developed. They were:

- Model I: School-based Comprehensive Career Education Model (CCEM);
- Model II: Employer-based Career Education (EBCE), later retitled the Experience-based Career Education Model;
- Model III: Home-based Career Education; and
- Model IV: Rural-residential Career Education.

The school-based model provided a curricular system for restructuring the public school system. The model was structured around a three-staged approach to career development. In elementary grades, students increased their awareness of education and of the world of work by learning about a wide variety of work roles and the skills and requirements necessary to perform in these roles. In the middle grades, students were provided the opportunity to explore occupational clusters through classroom instruction in which the concept of career and work was infused in the educational experience through observation such as work role models, field trips and shadowing through actual hands-on work experience. In grades 11 and 12, students had an option to choose either intensive preparation for job entry, preparation for postsecondary education or preparation for four-year colleges. By providing each student with the comprehensive set of options, every student was expected to leave the system with an entry-level skill coupled with basic academic skills necessary to sustain further career progression and development. Over 1,000 goals were developed and assigned to each of the progressive stages of career development. These goals constituted the intellectual framework of the model and were used to classify existing curricular materials that could be used to achieve these goals.

The employer-based career education model was an attempt to serve teenagers through providing them with an optional out-of-school program. Individual learning elements were identified and matched with ideal or actual work experiences and opportunities in the community as means whereby the students could learn these competencies. Educational materials were tailored to student needs and teacher and counselor roles integrated with those of other adults in the community so as to allow the students to gain experience in a real adult-centered world. All community education activities were awarded credit, thereby insuring graduation and a choice of placement options upon graduation. Business and other community agencies provided the off-school site education and work opportunities with a learning coordinator and a community resource person working in conjunction with teachers and counselors to ensure that work experience was contributing to the educational development of the students.

The remaining models were more limited in their coverage. The home/community-based model sought to increase the employability of out-of-school adults through the use of mass media, referral centers, individual counseling and articulated use of community resources. The rural/residential based model was an effort to explore the feasibility of serving rural families through an intensive program at a residential school.

With the creation of the National Institute of Education in the Education Amendments of 1972, responsibility for the career education models was transferred from the Office of Education to the newly created National Institute of Education. In carrying out their mandated research function, the National Institute of Education set about to evaluate the career education models. The school-based model received considerable criticism ranging from lack of consideration of current theories and research in career development to a manpower bias with emphasis on the development of marketable skills rather than highest order of development of human potential. As a result, the school-based model was largely aborted and NIE's resources reallocated to a broad range of curricular and program development projects. The Employer-based Model, renamed the Experience-based Model by NIE, fared better. Positive evaluation results prompted efforts to disseminate the model to the States. The remaining two models have remained as largely research and development prototypes with limited dissemination of results.

## Occupational Clusters

Whereas the career education models were initiated by OE and inherited by NIE, occupational clustering as the second major strategy has remained an OE initiative. Work on the formulation of the clusters was begun in the spring of 1971. As a result of work by the staff committees of the Division of Vocational and Technical Education and a review by the State Directors of Vocational Education, the Office of Education released a cluster scheme consisting of 15 career clusters. The clustering scheme was designed so that all the jobs in the Dictionary of Occupational Titles would be encompassed. Each cluster was to include jobs ranging from entry-level through skilled, technical and professional. Clusters were to be relatable to identifiable groups of employers and the clusters should be enduring over time.

Clusters were conceived so that a basic set of skills would be common to all occupations in that cluster. Thus, by learning those common skills students would be assured of having an entry-level skill with flexibility to move laterally across jobs in their cluster or up or down the career ladder of jobs within the cluster according to changes in personal goals and/or labor market conditions. The conceptualization of the application of these clusters was that students by being provided the opportunity to browse through the occupational clusters in the exploratory stages, would have reached a tentative decision on a cluster of interests by the end of the eighth grade. Grades 9 and 10 would provide the opportunity for more intensive exploration within the cluster and by the end of grade 10, a specific job within a cluster would have been chosen and educational curricular activities selected that would allow for either immediate employment upon graduation or the preparation for further skilled training at the postsecondary level. Students desiring employment immediately upon graduation could master the skills common to their cluster of interest and could augment these with specific job entry skills to be developed in a vocational program. Students desiring to pursue further education beyond graduation could supplement the common job skills with college preparatory and academic courses taken concurrently.

The cluster concept has initiated a variety of curriculum efforts at Federal, State and local levels. More than $10,000,000 has been invested by the Office of Education since 1971 in pursuing the development of cluster-based curricula. States such as Oregon, Texas, Arizona and California have either used the OE clusters or have refined them for their own use. Cities such as Dallas and Washington, D.C. have developed filmstrips and cassettes often in conjunction with commercial producers, for the provision of general career awareness for elementary and secondary schools, community colleges and adults.

## Definitional Problems

Although when originally introduced the definition of career education was eschewed, the eventual need for concepts and definitions could not be avoided. One of the more influential definers of career education has been Kenneth B. Hoyt, Director of the Office of Career Education. Hoyt made the concept of work the cornerstone of his definition of career education. He conceived of work as conscious effort aimed at producing benefits for oneself and/or others; and, in an early definition, defined career education as the sum of all those activities and experiences through which one learns about work. His individually oriented definition was subsequently changed with career education being redefined as an effort to refocus American education around the global goal of education as preparation for work. NIE took a more employment-oriented approach wherein career education was equated with development of knowledge and abilities needed to advance in a job or series of jobs constituting a career.

In addition to definitions promulgated by the Federal government, numerous other agencies, professional associations and States have formulated their own definitions of career education. Each differs according to the emphasis placed on job, work, self or life as the major focus for career education. The National Advisory Council for Career Education, after examining numerous definitions and concepts of career education, concluded that hundreds of definitions exist varying in rationale, goals and focus. Definitions differ depending upon whether they emanated from vocational education, vocational guidance or from State and Federal education agencies. Definitions and concepts vary according to use with much confusion in career education terminology. However, there are common points of agreement as to what constitutes career education (1977). Agreement appears to abound in the principles that career education is for all students at all educational levels, that every person leaving the educational system should have job employability skills, that greater freedom of choice should be interjected into the educational system so that basic skills can be coordinated with developing individual preferences, that the educational system should be an open system, and that coordination between all elements of education as well as among school, industry and community is the necessity.

## Career Education and Vocational Education

While there seems to be agreement about the necessity to diminish the separation between academic and vocational education, there is less agreement as to the corresponding roles of career and vocational education. Rupert Evans, in an early attempt to detail the similarities and contrasts between career education and vocational education, saw them as having precisely the same goals with career education subsuming vocational education as an indispensable part of the preparation phase. Ken Hoyt, in a later paper, termed vocational education the 'bedrock' for career education and urged that the professional vocational education communities support the career education movement. He likened vocational education to one of the parents of career education and argued that a reformed goal of education as preparation for work could not be achieved if the career education movement was controlled by vocational education (Hoyt, 1976). As Hoyt's thinking evolved, he came to see vocational education and career education as separate and distinct approaches to meeting the goal of education as preparation for work. This distinction may reflect Hoyt's recognition that career education as a reform movement must be differentiated from vocational education as a programmatic activity.

Regardless of admonitions to the contrary, career education has not escaped an association with vocational education. Critics have charged that career education is just another means of extending or expanding vocational education. This suspicion stems, in large part, from the use of vocational education monies under the '68 Amendments as seed money to initiate career education demonstration projects. The strong emphasis on paid work that pervades many definitions of career education and the fact that local education agencies have seen fit in many instances to administratively combine career and vocational education did little to assuage the concerns of the critics.

## Congressional Support

Although career education had achieved the status of a national movement, Congress had remained silent. In the Education Amendments of 1974, Congress for the first time authorized monies to support career education activities.

Section 406 of the Act authorized funds for the development of information on the needs of career education, promotion of a national dialogue on career education so as to encourage States and locals to utilize the approach best suited to their needs, to assess the studies of career education programs and practices, to provide for the demonstration of the best of current practices and programs identified, and required that States and locals develop plans for the implementation of career education programs. Although not an authorization for a program of general assistance to career education, the Education Amendments of 1974 did provide funds for a thorough investigation of the efficacy of career education prior to making it a national priority.

In the Career Education Incentive Act of 1977, Congress declared it to be a national purpose of education to prepare every individual for a career suitable to that individual's preference. Congress decreed that career education should be a part of the nation's educational process which serves as preparation for work, that career education holds promise of improving the quality of education and opening career opportunities for all students and that educational agencies should work toward fulfilling the potential inherent in career education. Congress declared the purpose of the Act to be to assist States and local education agencies in increasing the emphasis of career awareness, exploration, decision making and planning in a manner that will promote equal opportunity in making career choices through the elimination of bias and stereotyping on account of race, sex, age, economic status or handicap. State educational agencies are to administer programs of career education assisted under this Act so as to ensure that they will affect all instructional programs in elementary and secondary education. Funds under the Act are authorized for use to provide State leadership for career education including such activities as engaging in cooperative relationships with other agencies in State government and other public agencies and private organizations and any business and industry collecting, evaluating and disseminating career education materials. Agreements are authorized through local education agencies for such purposes as the development and implementation of comprehensive career guidance counseling, placement and follow-up services, development and implementation of cooperative relationships at the local level with organizations representing handicapped and minority groups, developing and implementing work experiences for students whose primary purpose is career exploration, establishing an operating career educational resource center serving both, students and the general public. However, the promise inherent in the authorization failed to be matched by appropriations. Congress originally appropriated $32.5 million which was subsequently reduced to $20 million for fiscal year 1979. The level of support has little more than maintained career education at its present level, leaving its place in the sun yet to be determined.

Career education for minority and low-income persons has been characterized as one of "over-promise and under-delivery" (Hoyt, 1976). In an effort to document the problems inherent in serving disadvantaged youth, the Office of Education issued a contract to study the problems encountered in formulating the educational agreements governing the expenditure of the 22 percent set-aside in the Youth Employment and Demonstration Projects Act. The study was to identify through a series of mini-conferences and State-conducted surveys the problems encountered in negotiating these agreements, to document exemplary strategies being used to overcome these problems and to recommend ways in which career education might better serve the needs of disadvantaged youth.

## THE NEW FEDERALISM[4]

As the decade of the '60s drew to a close, Federal manpower programs represented a patchwork mosaic and a bureaucratic maze. Some 17 separate programs were authorized to offer manpower services, each with its own separate administration, rules and regulations and each striving to serve essentially the same constituency. As a result, manpower programs were characterized by the lack of a unified approach in the development of the priorities and the goals, inability to structure manpower programs to meet local needs, lack of coordination of program operators in administering to the needs of the disadvantaged, and an overall inability to assess the effectiveness of the programs. Community Action Agencies had bypassed established social institutions in their zeal to mobilize resources for the poor and to coordinate local antipoverty efforts. State agencies responsible for the administration of MDTA were largely beyond direct gubernatorial control.

## Early Efforts at a Comprehensive Approach

Resistance to the strongly centralized and categorized approach was slowly mounting. In 1967, an effort was made to amend the Economic Opportunity Act so as to consolidate manpower programs under a single sponsor. In an effort to coordinate the projects funded under the MDTA program, the Department of Labor initiated a Cooperative Area Manpower Planning System (CAMPS). States were required to formulate local area committees which were to plan local programs to serve their areas. These jointly developed program plans were to be incorporated into State plans which were then to be submitted to the regional DOL office for approval. CAMPS committees were voluntary with no authority to enforce cooperation and coordination. Due to uncertainties as to the level of Federal funding and the extent of area jurisdiction, cooperative plans were little more than assemblages of local agency plans stapled together. Regional offices of the Department of Labor, having no administrative authority over HEW, OEO, the Department of Commerce, and the Department of Housing and Urban Development, did not know what to do with the plans. Although an exercise in cooperative planning that illustrated that agencies could work together in good faith, the CAMPS' efforts were largely ineffective in achieving a coordinative approach to the delivery of manpower services.

As efforts to overhaul the deficiencies of the system failed to deal with the problems, it became increasingly clear that a major structural revision was needed. Governors, irked at not having control over manpower policies and programs influencing their States, began to press for a greater voice. Large cities smarting under problems of unemployment sought to assert their rights to design programs tailored to meet their individual employment problems. Public interest groups sought to assert their rights to be the presumptive deliverers of services to minority and low-income groups.

The rising protests from the grass roots did not go unheeded. Beginning in 1969, a long series of debates was held over the form and substance of a new approach to the delivery of manpower services. As the debate waxed and waned, themes of decentralization and decategorization emerged as the shaping forces. Advocates argued that local communities were in the best position to ascertain their needs and to plan for the delivery of services to meet these needs. Decategorization was opposed by many of the agencies charged with the administration of services under centralized programs. The opponents were fearful that decategorization would upset the balance between States and locals and could represent a signal threat to the viability of the categorical grant recipient.

Further impetus was given to the decentralization thrust by the Nixon administration decision in 1971 to shift from categorized grants to a general revenue-sharing approach to Federal funding. With respect to manpower programs, this translated into putting all programs into one comprehensive package, the requirement being that cities and localities spend the money for manpower purposes. Dissatisfied with

Congressional failure to resolve the problem, the administration's version of manpower reform in a group of comprehensive manpower program pilot projects. These projects provided valuable experience and provided a continual reminder to Congress that a comprehensive approach based on revenue sharing was a workable solution. The strategy paid off with Congress enacting into law the Comprehensive Employment and Training Act in late 1973.

## CETA--An Experiment in Decentralization

The Comprehensive Employment and Training Act had two strategic objectives--that of decentralization and decategorization of Federal manpower programs and the provision to local communities of the flexibility to plan and deliver manpower services suited to their localities. Responsibility for the planning and administration of manpower programs was assigned to local units of government as the prime sponsors. Restrictions on the use of funds were removed with prime sponsors given the freedom to design the basic mix of program services and delivery mechanisms best suited to their purposes. State agencies were largely bypassed with prime sponsors required to prepare and submit a plan to regional offices of the Department of Labor for approval.

The Comprehensive Employment and Training Act (CETA) consisted of seven titles. Title I was the major decategorized title authorizing the prime sponsors to offer comprehensive services under a single block grant that combined the heretofore separate MDTA, EOA and EEA funding sources. Title I funds were allocated according to a formula that took into account prior years' apportionments, number of unemployed and the number of adults in low-income families. Prime sponsors were required to submit an acceptable plan prepared in consultation with local advisory councils. A State manpower services council was created to review local prime sponsor plans and to arrange for the cooperation of State agencies. Title II provided for funds to be expended for public service jobs in areas of substantial unemployment. Funds were allocated on a formula basis according to the proportionate share of total unemployment. Title III provided the authority for the national administration of programs for Indians, migrant and seasonal farmworkers, youth and other groups in particular need of such services. This title also gave the Secretary of Labor discretionary powers in the areas of research, evaluation, experimental and demonstration projects, labor market information and job banks. Title IV provided the authorization for the operation of the Job Corps residential training centers for disadvantaged young men and women. Title V established the National Commission for Manpower Policy wherein Title VI authorized public service jobs for the unemployed. Title VII was largely concerned with administrative provisions against discrimination and political activity.

The role of state agencies was substantially curtailed under CETA. The Act provided States no direct administrative authority or veto power over the action of local prime sponsors. The State was authorized to serve as a prime sponsor in those lightly populated areas termed the balance-of-state which, either because of failure to meet the population criteria or demonstrated lack of interest, failed to qualify as a prime sponsor. The only other direct funding for which the States qualified was ten percent set-aside of Title I funds. One percent of Title I funds was reserved for the support of state planning councils, four percent for the discretionary use of the governor, and five percent set-aside to be administered by the State Boards of Education under non-financial agreements with state educational agencies and prime sponsors. This represented a significant departure from MDTA days when state educational agencies played a significant role in the administration and control of manpower programs.

## A Contradiction of Purpose

Considering the original concern for decategorization and decentralization, CETA represented a study in contradictions. Of the original four titles (three being added by subsequent amendments), only Title I represented a truly decategorized approach to the delivery of manpower services. Title II programs, while not categorical in the stricter sense, did limit expenditures to the provision of public service employment in areas of high unemployment. Title III provided for support for programs narrowly defined to serve specific target groups, while Title IV authorized continuation of the Job Corps for disadvantaged youth. Thus, only Title I gave unfettered freedom to prime sponsors to offer manpower programs of their choice. In this respect, CETA was only a quasi-decategorized program.

However, the decentralizing impact was more pronounced. Mirengoff and Rindler (1978) estimate that whereas only 42 percent of the total fiscal 1975 CETA resources were decategorized, 89 percent of the total resources were under the decentralized control of State and local government prime sponsors. The tendency to decentralize but to maintain categorical targeting of funds continued. In fiscal year 1976, 94 percent of total CETA funds were appropriated for decentralized programs, whereas only 28 percent of the fiscal 1976 appropriations went for decategorized programs (Snedeker and Snedeker, 1978). As an indication of the targeting inherent in CETA, in excess of 70 percent of CETA appropriations for fiscal year 1976 were earmarked for special purposes or target groups. Title I, the only decategorized component, declined from accounting for 42 percent of the CETA appropriations in 1975 to only 23 percent by 1977 (Mirengoff and Rindler, 1978, p. 19). The obvious explanation is that whereas Congress transferred the administration of manpower programs to the local level, they were unwilling to give up the targeting of manpower funds to the discretion of local authorities.

## The Changing Role of State Education Agencies

The advent of CETA required considerable realignment of the role of State educational agencies in the administration of manpower programs. Whereas State educational agencies played a major role under MDTA, their only explicit role under CETA was to administer vocational education services to be provided with prime sponsors through non-financial agreements. Early transition periods were marked by caution and confusion. The Act was vague on who should administer the 5 percent monies and how they should be used. The dispatch with which state educational agencies assumed the lead varied considerably. In some States, there was a great hesitancy and reluctance on the part of educators to take the initiative in the establishment of guidelines and in contacting prime sponsors. In other States, State CETA staffs and State Manpower Services Council personnel worked in close conjunction with State vocational education staff to develop guidelines for the use of the 5 percent monies.

Uncertainty, however, was not the sole property of education. Prime sponsors in many instances assumed unilateral responsibility for the preparation of plans only to find those plans not acceptable to State vocational education boards. Considerable delays were experienced in the transference of funds. Vocational education boards frequently denied use of CETA funds for trainee allowances since this use generally differed from the educational policy of not paying students for work experience. Prime sponsors were frequently not notified of the rules and restrictions constraining the preparation of plans for expenditure of the 5 percent monies. Prime sponsors frequently regarded the set-aside money as theirs and resisted any efforts by the State vocational education board to impose restraints on its use. As a result, many States delayed signing of their agreements which tended to inhibit any efforts to coordinate vocational education activities with Title I programs. Although procedures became more operational in subsequent years, disagreements remained over the utilization of funds, the specifics of the reporting and record keeping systems and the content and administration of programs. Whereas the existing arrangements had been most seriously disrupted at the State level, business more or less as usual tended to be descriptive of conditions at the local level.

## Programmatic Changes at the Local Level

Transition was less abrupt at the local level. Over 70 percent of the operators of the Title I programs had operated manpower programs the previous year under categorical contracts (U.S. Department of Labor Interchange, 1975). What did change, however, was the role that prime sponsors now played in the management and administration of programs. In a study conducted by the U.S. Conference of Mayors in the fall of 1974, 83 percent of the prime sponsors surveyed indicated that the plan was to maintain or increase the level of classroom training in fiscal year 1975 as compared to pre-CETA funding. Only one out of six prime sponsors surveyed indicated that they planned to decrease the total level of funding for classroom training activities (National League of Cities, U.S. Conference of Mayors, 1974-1976). The Department of Labor reported that nearly two out of three prime sponsors surveyed reported that they either anticipated providing for the first time or increasing the amount of funding to local schools for the provision of classroom training work experiences and other supportive activities contrasted with only one out of six prime sponsors who indicated that they planned to reduce or eliminate local schools as a deliverer of manpower services (CETA Staff Evaluation findings, U.S. Department of Labor, July 1975). In an update of the previous results, the U.S. Conference of Mayors reported that in excess of 50 percent of prime sponsors surveyed reported more effective working relationships with vocational education during the fiscal year 1976 than previously.

The transition from the centrally administered categorical approach of the '60s to the decentralization of CETA did not produce abrupt discontinuities of service although expected qualitative changes did occur. Perhaps the greatest change in functional manpower activities was the decrease in classroom training. Categorical program expenditures for classroom training in fiscal year 1974 declined from 42 percent of Title I expenditures to less than 33 percent of anticipated Title I expenditures for fiscal year 1975. Significant changes in the comparison of participant characteristics signaled subtle changes in the service pattern. Services to youth declined from 63 percent in '74 to 56 percent in fiscal year '76. The educational level of the population served increased with those having twelve grades or more of education accounting for 45 percent of those served in '76 as opposed to only 33.8 percent in '74. The proportion of enrollees with 9-11th grade education fell from a little over half of those served in '74 to 43 percent of those served in 1976. Economically disadvantaged accounted for nearly seven out of every eight recipients of manpower services in 1974. Two years after the advent of CETA this ratio had fallen to three out of every four (CETA enrollees; U.S. Department of Labor Manpower Information Service).

## Public Service Employment

As the CETA experiment unfolded, rising unemployment accompanied by a recessionary trend in the economy caused government policy makers to shift to public service employment as a strategy for dealing with the high levels of unemployment. In fiscal 1974, public service employment appropriations amounted to only 40 percent of the appropriations for employability development. By fiscal year 1978, this ratio had shown a dramatic reversal with public service employment appropriations outstripping employability development appropriations by nearly seven to one (based on data provided in Mirengoff and Rindler, 1978, p. 20). This emphasis on public service employment signaled a shift in CETA philosophy from earlier attempts to deal with the problems of structural unemployment by upgrading the skills of the human resources to dealing with the problem of lack of aggregate demands through the provision of jobs in the public sector. The emphasis on public service employment as a categorical program emphasized the reluctance of Federal policy makers to leave the solution of manpower problems to the discretion of local communities.

## Youth Legislation

With the passage of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA), Congress added yet another categorical program to the CETA structure. This Act later designated as Title IV of CETA recognized the lingering crisis of youth unemployment, the limited role being played by the public school system and the unintended effect of CETA programs as a disincentive for disadvantaged youth to stay in school. The purpose of YEDPA was two-fold: (1) to provide for a comprehensive approach to the provision of comprehensive employment and training services to improve the employability of youths, and (2) to support research and development to ascertain and evaluate the effectiveness of various strategies for achieving improved employability.

Various employment and training approaches coupled with demonstration projects to test new ideas were authorized. The youth incentive entitlement projects provided funds to selected prime sponsors to experiment with programs that provided for employment guarantees for disadvantaged youths to return to school or maintain enrollment in schools. Funds were made available for youth community conservation and improvement projects as a vehicle for providing employment, work experience skills and skills training, while at the same time engaging in conservation and beautification projects of utilitarian value to the community. Prime sponsors were authorized to provide appropriate training and support services including outreach, assessment and orientation; counseling; provision of labor market information; development of job search skills; literary and bilingual training; vocational exploration; remedial education; institutional and on-the-job training; transportation assistance; and child care, as well as job development, direct placement and other programs designed to improve the labor force participation of disadvantaged youths. In recognition of the problems of in-school youths and the necessity for schools to address the needs of these youths, Congress provided that at least 22 percent of the funds available to prime sponsors for the support of youth employment and training programs be expended by local educational agencies under agreement with prime sponsors. Thus, for the first time, prime sponsors were mandated to deal directly with local public schools. Additional authorizations gave the Secretary of Labor discretionary funds to carry out innovative and experimental programs, established a Job Corps for economically disadvantaged young men and women and incorporated provisions for summer youth programs.

## CETA Reauthorization

As experience with CETA programs under local control accumulated, dissatisfaction heightened in several areas. Reports of mismanagement and misdirection of CETA efforts caused Congress to become increasingly critical of the management of CETA programs. The wisdom of the shifting emphasis from human resource development to public service employment came increasingly under question with many believing that the program represented undue Federal intervention and an attempt to alleviate unemployment by the creation of meaningless make-work activities rather than the stimulation of demand in the private sector.

These criticisms culminated in the Comprehensive Employment and Training Act Amendments of 1978. These Amendments provided for more stringent monitoring and reporting of prime sponsor activities, strengthened the technical assistance role of the Department of Labor and redirected the public service employment thrust. Public service employment was divided into two uses: to promote transitional employment to enable the disadvantaged to move into unsubsidized employment and as a countercyclical measure. countercyclical use of public employment funds was controlled by a trigger function linked with unemployment rate. By limiting the use of public service employment, the intent was to return to the original philosophy of the development of employability skills as the major mode of dealing with the problem of unemployment. Eligibility requirements were tightened to ensure that CETA targeted more directly on the needs of the economically disadvantaged--again a move to return CETA to the original concerns of the pre-CETA manpower programs.

The amended CETA maintained the same number of titles but with a restructuring of the ordering and contents. Administrative provisions which under the old CETA had been Title VI now became Title I. Title I activities were reauthorized as Title II which provided for services to economically disadvantaged, upgrading and retraining and the use of public service employment to provide transitional employment opportunities. The special set-aside for vocational education was increased from 5 percent to 6 percent with up to 15 percent of that amount authorized to be used to promote coordination with existing vocational education programs, to develop linkages between vocational education and prime sponsors and to provide technical assistance to vocational education institutions and local educational agencies in establishing cooperative relationships with prime sponsors. The importance of coordination was further emphasized by the establishment of a 1 percent set-aside to be used specifically for encouraging coordination and developing linkages between prime sponsors and educational institutions and agencies and in the support of services jointly delivered by employment and training agencies and appropriate educational agencies and institutions. As before, Title III dealt with special Federal responsibilities involved in the initiation and administration of special national programs and activities and in the conduct of research, training and evaluation. The youth title was designated as Title IV and incorporated the sections under YEDPA. Title V continued the authorization for a National Commission for Employment Policy. Title VI authorized public service jobs for the unemployed to be used as a countercyclical measure linked to the national unemployment rate. Title VII contained a new thrust designed to involve the private sector in the provision of opportunities for the economically disadvantaged. As in the initial CETA, Title VIII contained the authorization for a Young Adult Conservation Corps to be involved in projects on public lands.

## Impact on Vocational Education

The New Federalism also left its imprint on vocational education legislation. In the Education Amendments of 1976-Title II, Congress provided for a separate authorization in the form of a basic grant to the States which represented the decategorization of programs separately funded under the '68 Vocational Education Amendments. To ensure that supportive services would not be overlooked, Congress mandated that not less than 20 percent of the basic grant be used to support program improvements and supportive services. Of those funds allocated to program improvement and supportive services, not less than 20 percent of the funds must be used for vocational guidance and counseling.

Continuing their concern for special populations, Congress stipulated that at least 20 percent of the State's basic grant allotment should be used to pay 50 percent of the cost of serving disadvantaged persons, including those who had limited English-speaking abilities. As an added incentive for the States to serve the disadvantaged, States were provided a special authorization to pay up to 100 percent of the cost of the provision of special programs for the disadvantaged to be located in areas of high concentration of youth unemployment and youth dropout. As a further measure to extend services to the disadvantaged, the Amendments provided that at least one-third of Federal funds available under a separate authorization for consumer and homemaking education be used in economically depressed areas or areas having a high rate of unemployment.

As with CETA, these Amendments served a seemingly paradoxical purpose of both decategorizing and categorizing at the same time. Whereas the purpose of the basic grant was to provide States with greater flexibility in the use of funds, the limitations imposed by the set-asides served to ensure that these funds be funneled into categorical usages. Separate authorizations for programs for the disadvantaged and the set-asides on the authorizations for consumer and homemaking education again reinforced the Federal reluctance to delegate discretionary decision powers to State and local levels, especially as they related to the provision of services to designated target populations.

NOTES

Sections of Chapter II, "A HISTORICAL PERSPECTIVE" draw upon the following source documents:

[1]THE NEED FOR A DEVELOPING WORK FORCE

Barlow, Melvin L. "200 Years of Vocational Education--1776-1976," American Vocational Journal. May, 1976.

[2]A GROWING CONCERN FOR THE DEVELOPMENT OF HUMAN RESOURCES

Levitan, Sar A., Garth L. Mangum and Ray Marshall. Human Resources and Labor Markets - Labor and Manpower in the American Economy. New York: Harper and Row, 1972.

[3]CAREER EDUCATION - AN EMERGING EDUCATIONAL REFORM MOVEMENT

Herr, Edwin L. Review and Synthesis of Foundations for Career Education. Information Series No. 61. Columbus, OH: ERIC Clearinghouse on Vocational and Technical Education, March, 1972.

National Advisory Council on Vocational Education. A National Policy on Career Education. 8th Report. Washington, D. C.: NACVE, September, 1974.

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Herr, Edwin L. The Emerging History of Career Education: A Summary View. Washington, D. C.: National Advisory Council for Career Education, June, 1977.

[4]THE NEW FEDERALISM

Mirengoff, William and Lester Rindler. CETA: Manpower Programs Under Local Control. Washington, D. C.: National Academy of Sciences, 1978.

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# CHAPTER THREE

## COORDINATION--THE EDUCATION SIDE

An examination of Federal legislation and accompanying committee reports gives clear evidence of congressional intent that vocational education and CETA prime sponsors coordinate their efforts to facilitate the transition from classrooms to workplaces. However, it is equally clear that coordination cannot and will not happen solely as a result of legislative mandate. Rather, coordination as the alignment of systems to serve a mutual purpose is a function of a myriad of social and institutional forces that over time have molded the present structure. Whereas the previous chapter dealt with those historical forces that shaped the capacities of institutions to respond, the present chapter will concentrate on institutional structure of vocational education and the capability of that structure to align itself with CETA in the provision of services to disadvantaged youth. The discussion will be from the vocational education perspective. The following chapter will focus on the CETA delivery system and its capability to align with vocational education.

### VOCATIONAL EDUCATION--A STRUCTURAL ANALYSIS

#### Vocational Education as a Part of Academic/General Education

The central point in the analysis of vocational education is that vocational education is embedded in the larger system of academic/general education. As a consequence of its location, the evolutionary development of vocational education has been influenced by the historical and societal forces which have shaped the structure and process of academic/general education. To understand vocational education, then, requires an understanding of the context in which it has developed and in which it continues to function.

A central consideration of that context is the role of the States in the governance of education. Although the Constitution of the United States makes no specific mention of education, the States have constitutional responsibility for education under the Tenth Amendment which provides that all powers not specifically delegated to the Federal government are reserved for the States. Most States have made this responsibility explicit in their constitutions and have charged State legislatures with the responsibility for establishing and maintaining free public schools. State legislatures are empowered to levy taxes for support of public schools and to enact legislation which provides basic mandates governing state education. Control over education is shared jointly by the executive and legislative branches of State government. Executive jurisdiction is centered in a State board of education which is responsible for the formulation of education policy. Responsibility for the administration of policy is vested in the chief state school officer who, depending upon the State, is appointed by the governor or elected by the public.

Responsibility for the delivery of education is generally delegated to local educational districts and subdivisions of the State. However, in a number of States, specific elements in the overall educational thrust of a State are reserved for the State itself to conduct (e.g., in Connecticut, the fifteen area vocational-technical schools [secondary education] and the four State Technical Colleges [two year post-secondary education] are conducted totally by the State). Local districts are empowered by state statutes to administer public education at the local level. They have the power to tax, to enter into contractual agreements, to sue and be sued, and to hire a superintendent. Educational districts are governed by local boards of education consisting of a small number of elective lay members. These boards have management decision-making responsibility in the policy, administrative and operational areas. The school superintendent serves at the pleasure of the board and functions as the chief executive officer responsible for the operation of the local school system.

## Vocational Education Organization

Vocational education, being a part of the larger system of education, shares its structural characteristics. At the State level, vocational education is under the jurisdiction of the state vocational education board. In many States, the state board of education serves in a joint capacity as the state vocational education board. In other States, the state board of vocational education and the state board of education have overlapping membership. The state director of vocational education serves as the state executive officer in charge of administering vocational education programs. Lines of authority differ across States with many directors reporting to the chief state officer while others report to the state vocational education board. Vocational education professional staff typically are organized as a subdivision of the state educational agency and are responsible for the coordination and facilitation of local vocational program efforts.

The force of the state presence depends upon the extent of autonomy accorded local school boards. In those States with strong local autonomy, state vocational education personnel operate as consultants providing advice and assistance in complying with State and Federal regulations and in the development of programs to meet local needs. In those States with greater degrees of centralization, state vocational education agency personnel function as supervisors with administrative control and authority over the direction and content of local vocational education programs.

## Local Organization

Delivery of vocational programs and services at the local level takes a variety of forms. In the comprehensive high school, vocational education programs are offered in conjunction with general education. Vocational education students spend a portion of their time in shops or laboratories and the remainder (approximately half of their time) in shop and laboratory related technical studies, and in general education subjects that enable them to meet the requirements for high school graduation at the same time that they acquire preparation for entry into the labor force. A variant is the specialized vocational-technical high school which provides exclusively formal preparation for jobs, plus the academic education required for high school graduation. The formal preparation for jobs includes instruction in the manipulative skills and the related technical knowledge pertaining specifically to the respective occupations. These institutions have traditionally been designed to operate as separate high school facilities, but function as part of the regular city secondary school system. They depend generally on large numbers of students in the secondary schools of a city to warrant the establishment of such an institution; hence, almost entirely, the vocational-technical high schools are located in the large urban centers. The area or vocational skills center is typically a centralized service center accommodating students from several schools and/or school districts. Often, the vocational service centers serve students in more than one county (e.g., Penta-County vocational center, near Cleveland, Ohio). The general procedure is to bus students to such a center for half a day and to return them to their home school so that another group can be served in the remaining time. Such institutions generally provide the manipulative skills and theory leaving the home schools the responsibility for providing all general education. Technical institutes or colleges are the postsecondary equivalent to specialized high schools. All the necessary vocational education is provided to enable the students and adults who have completed or left high school to prepare for entrance to the specified occupations. Activities and programs are also offered for adults who desire to upgrade and update their occupational skills. The community college is the postsecondary counterpart of the comprehensive high school. Vocational and technical as well as academic programs are offered, in varying lengths of instructional time, enabling some completers to earn a certificate and others to earn an associate degree. Other more specific programs are frequently available to meet short-term skills development and vocational and remedial needs of special segments of the population, and include new industry training, supervisory development training, apprenticeship training and others.

Administrative responsibility for vocational education programs at the local level generally resides in a local director of vocational education except in those situations where the State operates programs directly. This position is often attached to the district office and reports either directly or indirectly to the superintendent of schools. Vocational education at the school level is generally the responsibility of a supervisor or coordinator who has direct administrative authority over vocational education instructors. Vocational education at the postsecondary level is under the administrative direction of the president or school director in the case of a Technical Institute. However, in a Community College, it is under the direction (usually) of a dean of occupational programs. Occupational program areas may be headed up by a department head or divisional coordinator depending upon the administrative structure of the individual institution.

Although the state board of vocational education formulates the policies governing vocational education in the State, policy content is rooted in state statutory authority. In many States there is not a clear state legislative mandate for the provision for vocational education. States all too often have failed to legislate enabling vocational education statutes that establish purposes of vocational education, the target population to be served, the program services and activities to be provided and the allocation among educational levels of the responsibility for the provision of these services.

## The Impact of Educational Financing

Vocational education frequently functions as the stepchild of general education. Perhaps this is nowhere more true than in the financing of vocational education programs. Funding of vocational education programs is generally an extension of the provisions for general education funding, with vocational education competing with other educational programs for their share of scarce state resources. Expenditures for vocational education programs frequently do not result from state appropriations targeted specifically for vocational education, but rather are the result of programmatic decisions made at the local level. Since state funds seldom are categorized by programmatic purpose, little targeting of state funds can be achieved. State funding on the basis of a flat student reimbursement with no provisions for the added cost incurred by vocational education programs serves as a disincentive for local districts to add new programs, or, at best, encourages them to offer low-cost, high-enrollment programs.

Similar situations exist with respect to local funding. In some instances local vocational education districts exist with the authority to levy a specific tax to be used for the support of vocational education programs. In other instances, local funds are appropriated specifically for vocational education. However, these instances tend to be the exception rather than the rule. Local funds for educational use are more apt to be appropriated in response to local education agencies' budget requests which reflect priorities set at the discretion of local education boards. Hence, there are generally few safeguards built into the financial structure of most States. There is little to ensure that funds authorized and/or intended to be spent for vocational education are in fact expended for that purpose. In the absence of prohibition to the contrary, locals are free to use funds that may be tagged for vocational education to supplant other funds, thereby freeing them for discretionary reallocation at the local level and subverting the intended use of the funds.

## Matching and Maintenance of Effort

Two factors have traditionally been held to influence vocational education capability to mount new programs to meet changing societal needs. One of these is the matching requirement. The other is the maintenance-of-effort clause in Federal vocational education legislation. States are required to use state and/or local funds to pay 50 percent of the cost of carrying out their approved annual plans for vocational education. States are not required to match Federal with non-Federal funds for each purpose in programs authorized under the Act with the exception of national priority programs, which include the disadvantaged set-aside and the use of Federal funds for state and local administration. Maintenance of effort requires that the state and local education agencies must maintain their current fiscal expenditures for vocational education either on a per student or an aggregate basis in comparison to the amount expended in the previous year. In order to maintain effort, state and local agencies are required to expend at least 95 percent of the amount expended the previous year.

States frequently achieve matching on a statewide basis by requiring that each local eligible applicant for Federal funds assume a share of the matching requirement. Imposition of a matching requirement on districts with unequal distribution of wealth tends to act as a deterrent to the offering of new programs for those districts who cannot raise the required matching amount. The matching requirement tends to force growth in the direction of expansion of existing programs since local funds already invested in these programs can be used as a match to draw more Federal funds. Matching in these cases may have the unintended effect of contravening the purposes of Federal funds to promote new and innovative approaches to local needs.

When coupled with maintenance of effort, the chilling effect on the planning of new programs is even more apparent. Local education agencies and institutions are understandably reluctant to commit resources to meet emerging needs when the commitment of these resources will lock them into a higher funding level in subsequent fiscal years. Local educational boards, sensitive to a growing fiscal conservatism of their constituencies, are hesitant to respond to educational needs when that response will reduce their discretionary funds by committing them to higher expenditure expectations. Maintenance of effort mediates against seeking increased efficiency of operation since funding levels cannot be reduced, even if the existing level of services can be maintained at less cost through improved efficiency of programmatic performance.

In recognition of the limits imposed by matching. Congress in Technical Amendments to the Education Amendments of 1978 provided that States may exceed the 50 percent Federal share by making larger payments to educational agencies and other institutions who are otherwise financially unable to provide such programs. The effect of this change is not readily apparent since it is not clear whether or not these States must maintain a statewide match of 50 percent. If so, then the State must "rob Peter to pay Paul" with the decrease in matching being compensated by the increases in contribution from other areas. The limited availability of funds for excess matching makes the impact of this change problematical.

## VOCATIONAL EDUCATION AND THE DISADVANTAGED

### Definitional Differences

The disadvantaged have traditionally been considered one of the populations with special vocational education needs. As defined in the vocational education legislation, disadvantaged refers to those who have academic or economic handicaps and who by virtue of these handicaps find it impossible to succeed in a regular vocational education program without special services and assistance. Disadvantaged excludes handicapped persons who are defined as those who are mentally retarded, hard-of-hearing, deaf, speech-impaired, visually handicapped, seriously emotionally disturbed, crippled or otherwise health-impaired, and whose handicapping condition prevents them from succeeding in regular vocational programs. By virtue of their definitions, persons may be either handicapped or disadvantaged, but not both.

These definitions shift the emphasis from the personal disadvantagements of the individual to the program requirements. That is to say, where an individual may have an academic or economic disadvantagement that inhibits his capability to succeed in one program, these disadvantagements may not inhibit his performance in another program. Thus, the determination of disadvantages from a vocational education perspective is program-specific and not a characteristic of the individual. This differs materially from the CETA definition of disadvantaged, which is solely in terms of financial eligibility, a characteristic of the individual that does not differ across programs. Another distinction is that the vocational education regulations define economic disadvantagement in terms of the poverty level which is a census concept. In contrast, CETA eligibility standards are based on the lower living standard income level which is determined by the Bureau of Labor Statistics. Definitional incompatibilities are further compounded by the fact that a student who, because of academic disadvantagement, may qualify under the vocational education definition may fail to meet the financial eligibility standards incorporated in the CETA definition.

Vocational education legislation requires that 20 percent of the basic grant be used to pay for 50 percent of the cost of the programs serving the disadvantaged proposed under the annual state plan. Federal funds under the basic grants to the States can be used only to pay for the excess cost of vocational education. Excess cost is defined as the cost of serving the disadvantaged that is over and above the average for regular programs. The set-aside requirements for the disadvantaged, by designating the purpose for which the basic grant must be expended, serve as de facto categorization of the funds to serve designated priority areas.

## Set-asides as a Targeting Strategy

Use of the set-asides to direct programmatic services and activities to designated special populations has been a major Federal strategy. The relative effectiveness of this strategy can be determined by a comparison of the State/local to Federal match ratio for regular and disadvantaged programs. With regard to secondary vocational education programs, States in fiscal year 1976 invested $8.23 of state and local dollars for every Federal dollar expended, whereas only $2.20 was invested in programs for the disadvantaged [Bureau of Occupational and Adult Education (BOAE), U.S. Office of Education, 1978]. The match statistic for the disadvantaged, being an average, is deceptive since it masks the fact that in 1976, 35 States had an over-match ratio for the disadvantaged of less than $2.20 and 29 States had a match ratio of less than $1.00 (BOAE, op. cit., Table 12). The data further revealed that whereas total enrollments in programs for the disadvantaged increased by nearly 33 percent between 1971 and 1976, relative enrollment in programs for the disadvantaged declined over that period as a percentage of the total enrollment in vocational education.

A variety of factors may account for the disparity in Federal over-matching for the disadvantaged. Perhaps the simplest and most direct explanation is that the States and locals simply have little incentive to invest in programs for the disadvantaged. In fact, there may be a counter-incentive. States are required to match the excess cost for serving the disadvantaged from a separate matching pool. Regulations preclude them from using the over-match on regular programs to count toward the match for excess cost for serving the disadvantaged. Thus, States are required to secure matching monies for disadvantaged programs from other sources although they may be significantly over-matching in regular programs serving secondary, postsecondary and/or adult students. This requirement places a burden on the States to secure matching funds from previously untapped sources. In many instances, the amount of Federal funds allocated to the local districts is so small that relatively little can be done with funds except, perhaps, to buy a piece of equipment. As a result, many local districts are returning Federal funds for the disadvantaged with the explanation that benefits received do not outweigh the cost involved in terms of reporting requirements and loss of freedom. Part of their concern emanates from the regulations that stipulate that any state or local dollars used for matching are subject to the same regulations as are expenditures of Federal dollars. This, coupled with the fact that additional expenditures incur a continual obligation through the maintenance of effort clause, tends to dampen local enthusiasm to respond to Federal priorities.

## Ability of Federal Funds to Target State and Local Resources

Perhaps the crux of the matter rests with the nature of the Federal/State/local relationship. The Federal approach to education, because of the constitutional delegation of powers to the State, has been cast in the form of a partnership. An emerging principle is developing that the Federal role is to provide funds to be used as catalytic agents to stimulate state and local response to Federally initiated priorities. The basic premise under which this principle operates is that state and local funding arrangements have flexibility to gravitate towards Federal priority areas. More and more, however, this assumption is being demonstrated untenable. Unlike Federal funding, state and local financial systems have little flexibility to target funding in response to specific problems and populations. Funding rigidities exist both in flexibility and of expenditure patterns and in increases in appropriations to provide the latitude for this flexibility. As a result, States and locals are often unable and/or unwilling to shift their focus to match Federal priorities. It is upon this rock that the use of the Federal/State partnership to respond to special priorities is floundering.

In the presence of such inflexibility, a Federal priority such as the disadvantaged serves to dilute the overall vocational education effort. Expenditures for funds for priority areas tend to reduce the total amount of funds available for the support of vocational education programs meeting state and local needs and are resisted or are met with minimum compliance. Since state and local appropriations are sticky and tend to rise rather slowly, if at all, expenditure patterns once established cannot be easily altered. The effects of the Federal priority areas thus tend to result in a general dilution of the basic vocational education efforts in the State. Hence, state financial systems as presently structured tend to mitigate against marshalling vocational education programs and services to meet the needs of special populations identified as priority targets at the Federal level.

Equalization of state financing for education contributes to the dampening of the state response to Federal priorities. Equalization of state aid to education tends to compensate for relative inequities in local districts' ability and willingness to support education. Targeting of Federal, state and local monies to serve the emergent needs of special populations tends to allocate resources independently of the equalization factors and by so doing tends to upset the equalization balance. This situation is yet another example of the pervasive difficulty of attuning both the Federal and state/local educational systems to respond to the situations that may be defined as a national problem--a problem whose intensity and magnitude may vary considerably across States and localities.

## The Effects of Accountability

The extent of the responsiveness of vocational education to the needs of the disadvantaged is, in part, a function of the extent to which vocational education will be held accountable. The Education Amendments of 1976 provide that States shall evaluate each program purporting to develop entry-level skills according to the extent to which program completers find employment in occupations relating to their training and are judged by their employers to be well trained and prepared for employment. The disadvantaged, by virtue of the definition, are those who require special assistance to succeed in regular programs. They are frequently characterized by deficiencies in basic education, possess a value system frequently divergent from the middle class work ethic orientation, and require a greater commitment of resources to achieve a minimum level of competency. Because they are in effect "special" and do require additional resources, they tend to constitute a higher risk population for vocational education. Given the importance of placement in occupations relating to training and the greater difficulty in placing the disadvantaged, vocational educators tend to skirt this problem by admitting only the more qualified disadvantaged. By taking only the more qualified of the disadvantaged, the probability of failure is reduced and vocational education is judged by society as being more accountable.

## VOCATIONAL EDUCATION/CETA COORDINATION--THE STATE OF THE PRACTICE

Project results will be analyzed and their dependency on contextual and in situational factors examined. No attempt will be made to document the diversity of coordinative mechanisms encountered or to assess the mechanism in terms of impact on the employment of those served. Program narratives are contained in Volume I with a description and analysis of the diversity of mechanisms encountered provided in Volume II. It is the specific purpose of this section to synthesize the kinds and nature of the coordinative responses to the historical and institutional forces previously described. Because of the focus of the project, attention will be principally devoted to coordination involving YEDPA supported programs.

### Summary Results

Coordination between vocational education and YEDPA prime sponsors can best be characterized by the following summary observations:

- The commonality in vocational education/CETA coordination has been employability skills with work experience only weakly tied into educational goals and objectives;

- CETA-funded vocational education programs have not been institutionalized, remaining as adjuncts to the educational establishment;
- Vocational education at the secondary level is experiencing difficulty in providing services to disadvantaged youth, particularly out-of-school youth, whom the educational establishment is often reluctant to serve;
- Incentives and support for building cooperative mechanisms have been subordinated in favor of providing more direct services to youth.

### Work Experience--The Prevailing Delivery Mode

A hallmark of nearly every program observed was the dominant emphasis on work experience as the major delivery mode for the facilitation of the transition from education to work. The genesis of the conventional wisdom regarding work experience can be traced back to early attempts to deal with unemployment and poverty. As manpower programs geared up to teach people occupational skills, it became apparent that these skills could not be taught without consideration being given to attitudes, personal habits, emotional responses to life situations, attitudes toward work and experience in career planning and job search skills. Thus, manpower programs came to emphasize the importance of providing counseling, guidance and placement services as major components of the program. This shift of emphasis can be seen in the expenditures for selected manpower programs. Whereas from fiscal year 1966 to fiscal year 1972 the expenditures for classroom training increased by only 17 percent, expenditures for work experiences for youth increased 105 percent during the same period with the expenditure for on-the-job training increasing by 1355 percent (Mirengoff and Rindler, p. 17).

Work experience is frequently accompanied by transition services. These transition services generally include counseling and guidance services with the emphasis usually upon the development of employability skills. Employability skills center on the development of attitudes, acceptance of authority and responsibility, dress codes and other procedures and techniques aimed at making an enrollee immediately employable. Remedial skills in communication and mathematics are less frequently offered in the context of CETA-funded programs. Outreach and recruitment is frequently performed by the schools and limited to an in-school population. Programs designed to serve out-of-school youth occasionally make use of community-based organizations to perform the outreach functions. Funded programs usually run for two semesters or two semesters plus a summer. For those programs which incorporate a summer, funding for the summer is frequently obtained through the summer youth employment programs.

Three basic models exist for the incorporation of classroom and work experience. In one variant, classroom training is concentrated in the early stages of the program followed by extensive periods of work experience. An alternative is to mix classroom and work experience on a daily basis with students working and going to school a portion of each day. It is not uncommon to find schools offering extended-day services to accommodate those students in late afternoon who are working in the mornings. The third alternative encountered is alternating blocks of classroom and work experience.

## Awarding of Academic Credit

Academic credit was frequently given for work experience. Credit was most generally determined on the basis of time spent, with one unit of elective credit generally given for a specified number of hours of classroom and/or job experience. Credit for work experience often followed the procedures used for awarding credit for co-op education. Credit for academic courses was seldom, if ever, awarded upon completion of the CETA-funded programs.

Offering of credits on the basis of demonstrated competencies achieved was an infrequent practice among the sites observed.

Although plans for ensuring that work experience was coordinated with academic experience were frequently referenced, little evidence was obtained to indicate that work experience was actually coordinated with an on-going program of academic activities. More often, these programs seem to function as adjuncts to existing programs offering the disadvantaged youth but a brief respite from the on-going institutional routine. Work experience programs were seldom designed to develop explicitly-defined competencies nor did work experience programs seem to be designed so as to evaluate the results obtained. Integration with academic programs frequently extended no further than students being encouraged to identify job problems and to bring these problems back to the classroom as a basis for "rap" sessions with teachers and counselors.

## Limited Emphasis on Placement

Consistent with CETA manpower philosophy, the major thrust of many of the programs seemed to be preparation to secure and hold immediate employment. Since most of the programs were person centered with emphasis on attitudinal change and job search skills, little emphasis seemed to be given to placement in related occupations as a criterion of program success. Rather, the interest focused on positive placements with little distinction drawn as to whether it was placement in a public service training slot or placement in unsubsidized employment. Responsibility for program placements tended to be placed on teachers and/or counselors attached to the program rather than to depend upon external placement services such as those provided by the school or the local employment security offices.

## Lack of Funds for Program Support

Few programs were encountered that utilized CETA funds for the development of programmatic supportive services. The more common usage was for the provision of direct services through hiring of teachers and/or counselors. Few indigenously developed curriculum materials were noted. Occupational assessment procedures when used were those available from commercial suppliers. Ceta funds had been used in at least one instance to develop an information system for joint use by education and CETA prime sponsors. In general, however, instances of funds being used to support the development of a management and curricula infrastructure to support on-going coordinative efforts were exceedingly rare.

## Explanation of Results

A multiplicity of contextual factors contribute to an accounting of observed results. YEDPA endorses work experience or on-the-job experience in combination with transition services as the model activity for dealing with the employment and training problems of disadvantaged youth. Its conventional wisdom prevails even in the absence of evidence that work experience contributes to positive attitudes, work habits or improved job skills for youth. Not only is work experience a favored method of the Department of Labor, but it is also consistent with the career education emphasis on learning through simulated career experiences. Thus, both parties tend to share a common philosophy toward work experience as a transition tool--a sharing that tends to promote alignment of public schools and prime sponsors toward meeting the needs of disadvantaged youth.

The result of this alignment is a humanistic-affective orientation to the development of youth employability skills. The de-emphasis on the development of cognitive and psychomotor skills and their failure to be integrated into a program for the development of job-specific skills represents an educational approach with questionable impact on the short- and long-run employability of youth. The unanswered question is whether the person-centered approach with its penchant for concentrating on the development of affective awareness is more conducive to the long-term development and upward employment mobility of disadvantaged youth than would a more skills-oriented approach addressed to preparation for entry and advancement in a specific occupation or occupational grouping. Work experience supplemented by career counseling may indeed predispose disadvantaged youth for employment. However, it is not clear that this necessarily insures that they will be prepared for and find other than dead-end jobs with a deadening effect on career development. Resolution as to the proper emphasis to be given job skills in the education and training of disadvantaged youth must soon be forthcoming lest the opportunity for their preparation to make a productive contribution toward a more vigorous society slip away.

## Autonomy of Observed Programs

A significant characteristic of the programs observed is that they tend not to be integrated into the institutional fabric of the school. They stand rather apart as independent entities designed to serve a special function. As independent entities, they can be conveniently excised when the need or funding no longer exists. This appendicized relationship is particularly characteristic of programs on a soft money basis. The school administration, knowing that the funding source is negotiated on an annual basis and that it is subject to withdrawal upon the unitary action of the prime sponsor, is reluctant to make a commitment that will obligate regular educational funds. Thus, staff tend to be hired on a temporary basis so as to facilitate their discharge or transfer upon the event of project termination. Alternatively, regular staff are hired on an extended-day basis to provide services as needed to disadvantaged enrollees. Use of the extended day for regular educational staff is more prevalent for instructors than it is for counselors and jobsite coordinators.

CETA-supported programs are typically insulated in the school infrastructure. Unless the program has a sustained period of funding, there is little opportunity for program staff to develop communication linkages and personal contacts within the school. Regular instructors frequently view these programs with suspicion and express disdain for the educational methods used. Administrative support for programs varies considerably. In some instances, especially where school administrators were involved from the inception of the program, there was strong evidence of administrative support and backing. In many other instances, school administrators tended to support the program in concept only with little tangible evidence of support ascertained. Program staff, being heavily involved with the provision of transition services to youth both on the school premises and on the work experience sites, did not have the time nor were they in sufficiently close proximity to develop on-going attachments with regular school personnel and activities.

## Lack of Vocational Education Involvement

Involvement of regular vocational education staff did not seem to be a frequent occurrence. Most of the program personnel were not regular vocational education instructors at the school, although some programs did employ vocationally certified instructors. Just as regular school vocational instructors seemed to play a minor role in the operation of these programs, so did the utilization of the regular vocational education equipment and laboratories. Few instances were noted where programs were in any way integrated with regular vocational education programs and/or equipment.

The prevailing organizational arrangement was to separate the program at least administratively, if not physically. Since many of the programs utilized work experience at off-site locations, minimum spatial demands were required. In almost all instances, observed enrollees were treated as intact class groups with little or no attempt made to integrate these groups into regular scholastic activities. Almost no use was noted of purchases of slots for individual referrals to on-going regular programs. In some instances, separate facilities were provided at off-school sites such as storefront locations or other arrangements for an alternative school. In the sense that students in YEDPA-supported programs tend to be treated as intact groups and separated from the regular classroom activities, the prevailing service delivery mode is patterned after the skills center concept popularized in the MDTA period.

Analysis of the funding sources of the observed programs revealed few instances of the use of vocational education funds in conjunction with CETA funds to support programs. This is not to say, however, that schools did not make in-kind contributions or that programs initially supported with CETA funds may not be subsequently supported with Federal, State or local vocational education funds. Programs were frequently supported from multiple funding sources with CETA Title II monies and vocational education Title II set-asides being the most frequent sources.

Not only was there a noticeable absence of the mutual use of vocational education and CETA funds, there was a noticeable reluctance to use vocational education programs, especially vocational cooperative education programs. Vocational education cooperative education program personnel expressed concern that work experience placement would take up all the available work experience slots making it more difficult to place the regular vocational education co-op student. Placement slots being hard to develop, instructors tended to be guarded and infringement by short-term CETA programs resented as interference.

## Conclusions

It is dubious as to whether the public schools in fact have aligned themselves so as to be in accord with CETA in the provision of transition services to disadvantaged youth. What is perhaps more appropriate to conclude is that schools are accommodating to CETA prime sponsors as external funding sources for programmatic support. Since these funds are unilaterally controlled by the prime sponsor, school administrators prudently do not make commitments to the integration since support of these programs could be detrimental if program support is withdrawn. The result is that externally supportive programs tend to function on the periphery of the educational establishment and are only weakly rooted in the school infrastructure. Because of their insulated position, it is extremely difficult for these programs to exert any leverage for change in the existing institutional arrangements. These programs frequently are regarded as special programs for problem kids that, if successful, may relieve social pressure and permit schools to get on with their business of providing an academic education.

Vocational education is frequently at a disadvantage in providing services to disadvantaged youth. Existing training stations and equipment are often not sufficient to meet the needs of regular vocational education students. This situation places the CETA-supported programs at a competitive disadvantage in the competition for scarce resources. CETA students are frequently more expensive to serve in that economic disadvantagements are frequently accompanied by academic disadvantagements. With multiple disadvantagements, students often require additional resources in the form of more intensive counseling and guidance, remedial education, transportation services, and not infrequently, health-related services. Because of the debilitating effects of these disadvantagements, educational efficiency is reduced in that more resource inputs are required to effect developmental improvements. Since many of these students are unable to succeed in regular vocational courses without supportive services and since the resources to provide adequate support of services are frequently not forthcoming, these students are not actively sought for admission into the regular vocational education programs. A natural selection occurs with those students requiring the least amount of remediation being most likely to gain access. Given the current accountability standards wherein success is judged by the number of students placed in related occupations and the press for scarce resources, these decisions seem to be prompted by the economic necessity of maximizing returns per unit of resources expended.

Much of the difficulty encountered in serving the disadvantaged resides not so much in vocational education itself as it does in the character of the educational system of which vocational education is a part. Vocational education in most comprehensive high schools has little discretion with regard to funding, granting of academic credit, prevailing academic philosophy, use of the school for community-oriented activities, disciplinary practices and procedures and many other general pedagogical practices and customs that condition the range and quality of services available to disadvantaged students. The capabilities of schools to provide transportation for CETA youth, school policy toward the provision of health-related support services and, in fact, the entire general orientation toward disadvantaged youth is largely beyond the span of control of vocational education.

The tendency of schools to divide the educational system into separate tracks leads to a lack of cross-articulation that results in many youth being lost in the interstices. This fragmentation and separation of the educational system into educational turf works to the ultimate disadvantage of the youth seeking guidance and direction. Outreach activities are frequently the responsibility of individual instructors with assessment responsibility being assigned to a separate staff function. This separation of function impedes a comprehensive and integrative approach to dealing with the problems of disadvantaged youth. Overworked school counselors are unable to provide the assistance to youth in the development of a plan for negotiating the transition from education to work. Educational staff including vocational educators generally lack the knowledge, skills, and competencies to deal with the unique problems of the disadvantaged, and, thus, are frequently accused of not understanding or caring for their needs, hurts and concerns. Again, the problem transcends vocational education and resides instead in the general inability of the educational system to adequately respond to the national priorities of youth employability.

The problems encountered in responding to the needs of disadvantaged youth are further intensified by the lack of available resources for program support and improvement. CETA funding is client-oriented with the majority of funding oriented to the provision of direct services and subsidies to CETA enrollees. Unlike the vocational education legislation, no monies are authorized directly for the provision of funds for programmatic improvement and supporting services. Thus, in the absence of funds and in view of the scarcity of educational resources, little system-building capacity can be expected to take place. Unless funds are specifically targeted for the development of methods and procedures for competency identification, testing, assessment, individualized learning, and a host of other uses, CETA/vocational education cooperative efforts can be expected to continue to emphasize a work experience approach--an approach that is but marginally related to a total integrative educational experience. To enable the schools to deal effectively with employability and employment of disadvantaged youth requires expenditures to develop their capabilities to deal effectively with this population. It requires that funds be authorized and available for use in educational and professional development, development of curricular and instructional materials oriented specifically to serving the needs of the disadvantaged, and the development of supporting and assessment procedures that will enable the schools to better measure and track the performance of disadvantaged youth. Unless the resources for the development of these capabilities are forthcoming, educational efforts to serve CETA disadvantaged youth will continue to be a low-budget/low-priority effort to provide youth with a brief interlude of exposure to career counseling and guidance and a quick walk through the world of work highlighting points of interest along the way.

# CHAPTER FOUR

# COORDINATION--THE PRIME SPONSOR

No analysis of the context of coordination would be complete without a discussion of the prime sponsors and their influence on the coordinative relation. The discussion of the prime sponsors will touch upon the administrative structure and process, program delivery models utilized, and factors influencing choice of program deliverers. Specifically, administration will outline the programmatic structure--discuss the influence of prime sponsor personnel on coordination and describe prime sponsor planning, monitoring, and evaluation activities. Program delivery models will investigate the principal delivery strategies employed by prime sponsors. The last section will describe their emerging role in the choice of program deliverers.

## ADMINISTRATION

### Programmatic Structure

A prime sponsor is officially described in CETA as a State or a unit of local government with a population in excess of 100,000, any consortium of units of local government, any unit of general local government or any consortium without regard for population that may be designated by the Secretary as prime sponsor to meet a distinct need not otherwise being filled with the number of existing concentrated employment program grantees. In a unit of local government, the mayor or city manager is designated the chief administrative officer. The office of the prime sponsor consists of the chief administrative officer and a supporting staff. The chief elected official or city manager seldom plays any direct role in the administration, this function being delegated to an executive director or administrator. The executive director or administrator is responsible for the functions of financial management, management information systems, contracts and grants administration, independent monitoring, planning, and program operations. Depending on the size of the prime sponsorship, one or more of these functions may be assigned to an administrator or assistant director who may have additional staff under his jurisdiction to perform that specific function.

## Personnel

Prime sponsor personnel are drawn from a variety of backgrounds. Unlike education, personnel are not bound together by a commonality of principles and methods or a strong professional association. Prime sponsor staff frequently have a strong identification with the client group served by CETA. Since prime sponsor staff are generally not educators nor are they as often likely to be trained in the area of education or related disciplines, they tend not to share a common bond of understanding with nor affinity for educators.

Prime sponsor staffs nationwide are plagued with high turnover rates. The short tenure of many prime sponsor staffs makes it difficult to establish the necessary contacts and communication links with local educational personnel.

## Program Planning

As with vocational education, prime sponsors are required to prepare a program plan. Prime sponsor staff provide primary input into the preparation of this plan. Among other things, this comprehensive employment and training plan is to include a statement of the long-term goals to be accomplished, the methods by which educational agencies will be involved in the achievement of these goals, a description of the procedures used to select deliverers of employment and training services, and a description of appropriate arrangements with educational agencies including the methods that will be utilized to ensure participation of public vocational education in the achievement of identified employment and training goals and objectives.

A prime sponsor planning council is mandated by law and required to participate in the development of comprehensive employment and training plans. The planning council is required to have a broad area of representation including at least one member representing public vocational education. The role of the planning council is advisory with the prime sponsor having the legal right to act unilaterally. Their legislatively mandated role notwithstanding, the extent of influence of the planning council differs by type of sponsor. In a survey conducted by the Department of Labor, approximately seven out of every eight city, county, or consortiate prime sponsors sampled indicated that the planning council had modest to no influence. In contrast, nearly three out of every ten balance-of-state sponsors sampled indicated that the council had a major influence in their operations (Snedeker and Snedeker, 1978, p. 111).

Although the influence of the planning council may differ from prime sponsor to prime sponsor, the planning process is structured to provide for political input. In that the planning council membership provides for representation from a variety of potential service deliverers, rivalry and turfsmanship on the planning council may play a considerable part in determining the planned role that perspective service deliverers can and will play. Since CETA funds are controlled by elected officials, the decisions regarding the final allocation and use of these funds tend to be influenced by political factors. Thus, the relationship between the city council as the governing city unit and the local school board as the governing educational unit ultimately affects the extent of linkages between prime sponsors and education. In those instances where there is a direct line of influence from city government to local school boards, the likelihood of a coordinated approach to the services provided disadvantaged youth is significantly higher than in those instances where the governing boards are at loggerheads.

Dissynchronization of the planning process is frequently given as a factor inhibiting coordinative activities between education and prime sponsors. Prime sponsors receiving their money directly from the Federal government operate under the Federal fiscal year which begins 30 September. Since no forward funding provisions exist for CETA appropriations and since Congress frequently delays action on Department of Labor appropriations, it is not unusual for prime sponsor funds not to be released until the fiscal year has begun. Planning in the public schools, however, is driven by the school time schedule. Because instructors have to be hired and arrangements made prior to the beginning of the fall semester, schools experience difficulty in accommodating to a funding situation in which they may not know for three or four months into the semester what program funds will be available to them from CETA. This incongruity makes coordinated planning difficult and mitigates against administrative alignment of the two systems.

## A Monitoring and Compliance Orientation

Because of the increased emphasis on tightening the accountability of management of CETA programs, local prime sponsors are strengthening their monitoring and evaluation efforts. Monitoring activities conducted through independent monitoring units established in the prime sponsorship are placing increasing demands on program deliverers to provide information on the characteristics of clients served, the nature of services provided, and the impact obtained. Increased reporting requirements are likely to strain the capabilities of local public schools to provide such data and may contribute to a reluctance on the part of the public schools to become involved in an activity that will add to their already overtaxed reporting capacity.

Whereas CETA was originally conceived as a decategorized program, the mantle of Federal oversight transcended the shift to decentralized manpower program delivery. A key component of the continuing Federal role is to ensure compliance with the legislation. This role is carried out through the issuance of regulations and guides establishing mechanisms for hearings and appeals and the provision of technical assistance. An increasing flow of Federal directives emanates from the Department of Labor through policy guides, field memoranda, and other devices to communicate changes and interpretation of the regulations. Responsibility for the interpretation and application of the regulations to specific prime sponsors is assigned to Department of Labor regional offices. Within each regional office a Federal representative is assigned to work with specific prime sponsors. Their role is to monitor performance of prime sponsors under their jurisdiction and to provide interpretative assistance whenever necessary.

This growing maze of regulations that surrounds the CETA program has a negative effect on coordination. Public schools, already overburdened, are hesitant to get involved in a program that will add to their paperwork. Schools as potential deliverers of employment and training services frequently have neither the time nor the personnel who are sufficiently knowledgeable of CETA regulations. Not being knowledgeable of the "rules of the game" places schools at a competitive disadvantage in competing with other more seasoned service deliverers for the pool of available CETA funds. The increasing complexity of regulations forces prime sponsor staff more and more into a monitoring role. The separate jargon and specialized knowledge tends to widen and deepen the gulf between prime sponsors and educators making bridging efforts more difficult.

## The Role of the State

The role of the State in the delivery of employment and training services is limited largely to serving as a sponsor for the balance-of-state. The State in serving as a balance-of-state prime sponsor generally follows one of four categorical models depending upon the extent of centralization or decentralization of the planning process and the extent of centralization or decentralization of program operational decisions. The balance-of-state, being made up of sparsely populated counties and/or units of government that could have otherwise qualified but chose not to, is generally divided into sub-units consisting of counties or some organization of local government such as councils of governments or their equivalent. CETA funds and operational control are then delegated to these local units and can generally be classified according to one of the four models. States which have delegated both the planning function and the program operation decision-making function to local units perform little more than an allocative function and tend to exert minor influence on local actions. Depending on their degree of control, States that have chosen to maintain some input into the planning process and/or programmatic decision-making are in a much more advantageous position for impacting on the extent of coordination between local units and local school boards. In those instances, coordination generally first occurs at the State level and then filters down to the local level in much the same manner as did the arrangements under the old MDTA structure. The extent of state influence, then, on local coordination is essentially restricted to the balance-of-state operations and is dependent on the nature and extent of the control retained by state sponsors.

## Prime Sponsor Philosophy

The philosophy of the prime sponsor regarding preferred modes of services exerts a considerable influence on the extent and manifestation of coordination exhibited between prime sponsors and public schools. The steady movement toward work experience as a preferred delivery mode does much to explain its prevalence in the supported programs in the public schools. This preference is easily documented. The distribution of CETA Title I enrollees for fiscal year 1976 showed that nearly half of all Title I clients were enrolled in work experience followed by approximately one-third enrolled in classroom training (Mirengoff and Rindler, 1978, p. 119). Survey data also revealed that the preference for work experience depends upon the characteristics of the prime sponsors. For example, balance-of-state prime sponsors exhibit the greatest preference for work experience. When classified by size of prime sponsor, small prime sponsors exhibit a greater preference for work experience. When classified by level of unemployment, the prime sponsors in service areas of high unemployment have a greater tendency to utilize work experience as the preferred program activity.

These results are certainly not counter-intuitive. Since work experience can be accomplished in a shorter period of time with less expenditure of resources, it is not surprising that the smaller primes and those in areas of high unemployment seize upon the conventional wisdom of work experience as the preferred mode. This, coupled with the philosophical compatibility of work experience and career education, would lead to a ready acceptance on the part of the public schools.

## Choice in Selection of Program Deliverers

Prime sponsors under CETA have come to exercise considerable choice in the selection of program service deliverers. This discretionary choice has placed prime sponsors in a unilateral position to select their service deliverers according to their delivery expectations and demands. In contrast to the pre-CETA era, public school systems have no guarantee of being designated as presumptive deliverers of employment and training services to disadvantaged youth. Rather, they must compete with other potential deliverers of services for a limited pot of CETA monies.

The project mode of funding by which schools must submit a proposal for funding itself introduces a variable influencing coordination. The prime sponsor may be open and willing to provide technical assistance and guidance to facilitate preparation of project proposals or the prime sponsor may take an isolated role claiming that any involvement would prejudice their decisions. The prime sponsor being in a position of unilateral control can easily influence the process by the degree of information provided. Since the choice of the public school as a deliverer of training and services is conditional upon a host of variables including prime sponsor predisposition toward the ability of the public schools to function as service deliverer, the extent of control of the program desired by the prime sponsor, and the perceived flexibility of the school system, the decision to provide the public schools with the opportunity to serve these disadvantaged youth is idiosyncratic to the personalities involved and not easily directed by Federal mandate.

# CHAPTER FIVE: MODELS OF COORDINATION

## INFLUENCE OF AGENCY OPERATIONS

A major factor influencing the nature of coordination is the manner in which agencies are organized to conduct business. Prime sponsors may contract, operate programs themselves, or they may engage in some combination of the two. In a complementary fashion, the role of vocational education in coordination with prime sponsors is influenced by the structure and position of vocational education. For instance, a youth employment program located in a comprehensive high school of which vocational education is only a part may be vastly different from a program located in an area vocational center. Likewise, when vocational education maintains separate vocational technical school districts or where there is a separate board of vocational education at the State level, the role of vocational education in coordination with the prime sponsor will be more active and visible.

## DEVELOPMENT OF A CONCEPTUAL MODEL

Much of what is discussed under the rubric of coordination is administrative in nature. It is particularly noticeable in Title II of CETA in a discussion of the use of the one percent funds available to the governor of each State. There are two main purposes for which these funds may be used. The first is for encouraging coordination and establishing linkages between prime sponsors and appropriate educational agencies and institutions, and the second purpose is for services for eligible participants. This distinction permeates much of what is written about vocational education-CETA coordination. Indeed, surveys on coordination activities most often cite administrative mechanisms which are used to coordinate the activities of participating agencies.

The distinction between administrative activities and service delivery activities may be turned into a useful conceptual model of vocational education-CETA coordination which synthesizes the major approaches to coordination as observed in this study. In this model, administration and service delivery are the two basic components of a program. Coordination may occur in either or both components yielding a total of three models which typify how coordination appeared in local programs. These three models may be termed service delivery, administrative, and full program coordination. The models are depicted in Figure 1.

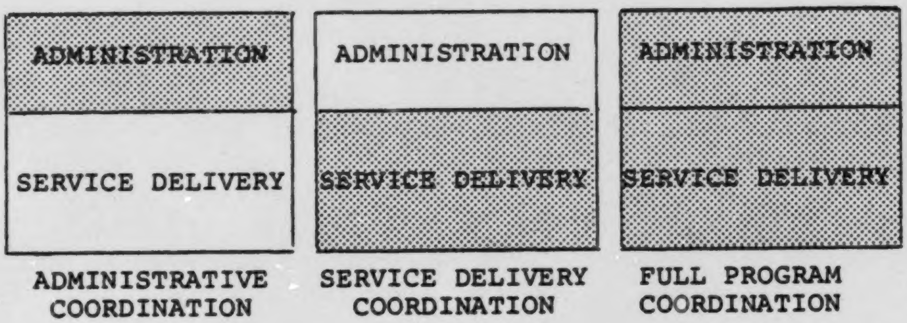
ADMINISTRATION
SERVICE DELIVERY
ADMINISTRATIVE COORDINATION
ADMINISTRATION
SERVICE DELIVERY
SERVICE DELIVERY COORDINATION
ADMINISTRATION
SERVICE DELIVERY
FULL PROGRAM COORDINATION

Figure 1.

MODELS OF COORDINATION

## Service Delivery Model

The term service delivery model implies a limited partnership. There are two basic variations of this form:

- Vocational education contracts with the prime sponsor to deliver specified services to enrollees.
- Another agency is party to an agreement with the prime sponsor, but vocational education services, facilities, or instructors are used to deliver services.

Even where vocational education is a subcontractor, the very nature of the relationship relegates vocational education to the position of one of many service deliverers competing for CETA funds. In the latter variation, the bonds are even more tenuous. The subcontractor may be a local educational agency or State board of education. It is also possible that a community-based organization may administer the program and simply purchase services from vocational education.

The services provided included the whole gamut from outreach to placement. Vocational education counselors assisted in the identification of youth in need of services. Vocational education performed assessments of CETA clients. Vocational education resource centers were made available to clients to provide guidance, counseling and labor market information. Clients were enrolled in prevocational or skills training programs operated by vocational education. Vocational education work-study or cooperative programs were used to link CETA work experience with education. Vocational education provided school-based employment in school-operated businesses and vocational education centers and shops.

The exact nature of the service delivery model covers a wide continuum. This continuum might be described as ranging from merely accommodating to intensive collaboration. For example, in one State, vocational education facilities were made available after hours for CETA clients, but all funding, program staff, and services were available only by the grace of CETA funds. In another locality, vocational education and the prime sponsor jointly staffed a program and shared direct responsibility and accountability for the ultimate outcome and placement of the client.

## Administrative Model

In the administrative model, a typical situation observed was one where vocational education is the agency which is party to an agreement with the prime sponsor. Vocational education would be responsible for program administration, the processing of necessary reports, and handling of fiscal affairs; however, the actual operation of the program would be through program staff. Program staff are here defined as staff hired through CETA funds specifically to operate the program. They are tied to the funding cycle of that program and, as such, have no formal and continuing organizational ties either to CETA or to vocational education. An example of such an administrative model would be a State vocational education agency which serves as the administrator of YETP programs for the balance-of-state prime sponsor. The vocational education agency would be the party to an agreement with the balance-of-state prime sponsor and might negotiate subcontracts with LEAs for local programs. Funds would be channeled through the State vocational education agency. An example at the local level would be where a vocational-technical school district or an area vocational school was party to an agreement with the prime sponsor and functioned in an administrative capacity. The program staff, however, would not have formal ties to the vocational education establishment. The clients of such a program would not necessarily receive the full range of services available through vocational education.

From an intergovernmental relations perspective, vocational education would fulfill the functions of resource and program management. Resource management would include information and fiscal management. Program management would entail the pragmatics of creating concrete programs. If all funds flow from the prime sponsor, as they did in most instances observed, the prime sponsor would maintain control of policy management and, therefore, exercise the greater influence on the formulation of needs and goals.

At a more sophisticated level, the administrative model sometimes included a detailed effort at coordinative planning on the part of the prime sponsor and vocational education. This entailed numerous meetings, continuous contact to jointly plan a program, and possibly an integrated package of funding combining CETA resources with those of vocational education to carry out a program. Mechanisms such as a waiver of regulations were sometimes a component of an administrative model wherein vocational education or the prime sponsor, working through the regional offices of the Department of Labor, waived regulations which might have impeded the success of a coordinated program and the flexibility of the agencies in dealing with disadvantaged youth. Administrative mechanisms occasionally entailed joint efforts at delivering technical assistance and training to program staff. They also entailed joint participation in the evaluation of programs. Most often, however, the models of administrative coordination observed were less sophisticated.

Typically an agency submits an RFP in response to a request for proposals on the part of the prime sponsor, and when granted such funds, becomes the administrator of the program. As noted, however, the structure of the agencies involved can influence the character of the coordinative process. A prime sponsor which is very active in running programs may become heavily involved in the planning stages of a coordinated youth program. In other instances, coordinated planning means primarily that vocational education plans the services to be delivered and that the prime sponsor's role is to inform the agency whether such plans will conform with Federal regulations. Such planning could include more active brainstorming on the part of both agencies to determine how best to harness their combined resources, but examples of this were not often seen.

The information sharing which occurs in the administrative model is generally of an informal nature. The notion that vocational education and CETA prime sponsors might develop some systematized information-sharing capacity, including the linking of the Vocational Education Data System with the prime sponsor data system, remains an ideal. The administrative model only rarely included instances where the policies of vocational education or the prime sponsor were altered to enhance the flexibility for serving participants. However, there were instances where policies were created to allow for utilization of staff with non-traditional credentials or to permit operation of vocational facilities beyond regular school hours. On the whole, programs operated under YETP through coordinated efforts of vocational education and the prime sponsor tended to be funded solely through YEDPA. Again, however, there were instances where vocational education funds, or funds from other CETA titles, or funds from additional community and Federal agencies had been used in conjunction with YEDPA funds to expand the services available to the youth. In addition, they shared administrative responsibilities including planning, evaluation, and management of program funds.

## Full Program Coordination Model

The full program coordination model is characterized by a more equally balanced partnership in which vocational education and the prime sponsor attempt a joint approach at planning for the coordinative use of their resources to serve disadvantaged youth. Both agencies are actively involved at both the administrative and service delivery levels.

Baltimore, Maryland, comes closest to typifying the full program coordination model. Local vocational education advisory councils, the school system, and the prime sponsor jointly assess vocations for which there is a need for graduates. There is joint use of resources including facilities and funds. At the service delivery level, both education and the prime sponsor contribute staff for an alternative school.

## ROLES FOR OTHER ACTORS

The three models presented are founded on the relationship between prime sponsors and vocational education. While vocational education could be taken to include both the State and local levels and postsecondary as well as secondary programs, it is useful to take note of some particular actors who have emerged in coordinative relationships.

### Postsecondary Institutions

Postsecondary institutions have been evidenced largely in the service delivery model and have been the major provider of services to out-of-school youth. Whether the postsecondary institutions are more willing to serve these youth, or whether these youth prefer attending a postsecondary institution in preference to returning to a secondary setting, it appeared to be an agreeable arrangement. Technical institutions and community colleges have been seen as a viable force in serving dropouts and older youth. Postsecondary institutions are accustomed to offering GED preparation, and as a result of serving adults, also have an array of individualized instructional techniques available for necessary remediation in basic skills. Although the regulations prohibited postsecondary institutions from being parties to agreements for the 22 percent set-asides under YETP, they have emerged as major parties to agreements for other Title IV programs.

## State Educational Agencies

The participation of State educational agencies was most often apparent in the administrative model where the State agency played a role as facilitator, clearinghouse, and provider of in-service training. Though the emphasis in Title IV on coordination with local educational agencies by-passes a role for State educational agencies, State vocational education agencies have served in a coordinative capacity on several fronts. They have played a role in providing in-service training workshops for local program staff. They have provided technical assistance in the development of programs. They are a logical partner for the balance-of-state prime sponsor and can assist in negotiating agreements or subcontracts with local educational agencies throughout the State. State vocational education agencies have assisted in the development of statewide guidelines for the awarding of academic credit.

As may be expected, the service delivery model is most in evidence at the local level where service delivery normally occurs. However, in the instance of skills centers operated under the direction of the State education agency, service delivery may be construed to be in operation at the State level.

## CETA State Supervisors

Accompanying the presence of State educational agencies in the administrative model has been a role for CETA State Supervisors. CETA State Supervisors had a large coordination role under MDTA. Currently, they coordinate the six percent vocational education set-asides under Title II. They are also emerging as actors in coordinating Title IV activities. Located in vocational education and with established contacts with the prime sponsor, they are able to provide direction for the formulation of coordinated programs. Already knowledgeable of linkage activities, CETA State Supervisors can function as adaptive units within the formal vocational education structure. As an adaptive unit they can facilitate communication flow between vocational education and the prime sponsor, establish a clearinghouse for the dissemination of needed information, and assist in the planning and development of coordinated programs under Title IV.

## SUMMARY

The three models of coordination are shorthand ways of describing the great diversity that vocational education-CETA coordination has taken at the local level. The response of the agencies varied from compliance with the letter of the law to aggressive and joint attempts to tear down turf and build a continuing transition vehicle for disadvantaged youth. Title IV funds were sometimes used as a catalyst to build a comprehensive and continuing program of services for youth, and then again, they were the sole support for program operations. In the latter case, the demise of Title IV funding would likely signal the death knell of coordination attempts as well.

## CHAPTER SIX: COORDINATIVE MECHANISMS

### RULES FOR INCLUSION

To clarify the types of mechanisms which have been chosen for inclusion, the following example is provided. The requirement that twenty-two percent of the prime sponsor's formula allocation be administered under the terms of an agreement between the prime sponsor and a local educational agency is a mandated coordinative mechanism. The linking of vocational education monies with the twenty-two percent set-asides to operate a joint program would be an exemplary coordinative mechanism.

It is also useful to note the types of mechanisms which have not been included. The establishment of a youth-oriented business may be an innovative mechanism for serving youth. However, it may have little to do with the linkage between vocational education and CETA, or with an alignment of either or both institutions to serve the youth. On the other hand, if the business is established as a part of the vocational education program and is particularly geared to serving CETA youth, then this would be viewed as an exemplary coordinative mechanism.

The coordinative mechanisms included in this section of the report are divided into six subchapters, each one concerned with a different functional area related to the operation of a youth program. Each subchapter includes a description of the particular area, the kinds of activities included in it, the types of generic mechanisms that appear to be in operation and a listing of exemplary mechanisms which are examples of the more generic ones.

# ADMINISTRATIVE AFFAIRS

The area of administrative affairs includes planning, evaluation, program improvement, technical assistance, program administration, policies and funding. The activities included in administrative affairs supersede all other activities which take place in a vocational education-CETA coordinated youth program. Early development of the program as well as activities which support the program throughout its existence are included in this area. Finally, evaluation information which can be channeled back into the planning process for the purpose of program improvement is included.

## Planning

The initial step in planning a coordinated program between vocational education and CETA is to encourage interest on the part of both parties in working together. Both vocational education agencies and prime sponsors have been willing to take the first step.

- A balance-of-state prime sponsor made a presentation to local directors of vocational education throughout an entire state to encourage the initiation of YETP programs.
- A State vocational education agency initiated contact with the prime sponsor and expressed an interest in operating CETA programs on a statewide basis.

Planning often proceeds through a proposal process where the prime sponsor reacts to suggested activities and determines if they are in accord with Federal regulations. The final program plan is sometimes the result of negotiation. Several actors have emerged in the proposal development and planning process.

- Local vocational education directors have been instrumental in developing proposals for youth programs.

- A CETA State Supervisor played a major role in the development of a YETP program proposal and in ongoing activities in the operation of the program. The program is administered through the State vocational education agency and the balance-of-state prime sponsor.

- A project advisory committee assists in the planning of the program.

- A prime sponsor provides labor market projections used to set up local short-term skill training programs.

## Evaluation

At the time of project interviews, evaluations for the fiscal year 1979 YEDPA programs were still incomplete. However, preliminary evidence suggests that prime sponsors had some assistance in conducting evaluations.

- Evaluations have been conducted through joint site visits between vocational education and the prime sponsor.

- A community college which provides facilities for vocational exploration participates in the monitoring and evaluation of the program through the provision of evaluation tools, conducting student and faculty evaluations and, ultimately, providing the evaluation information to the prime sponsor.

## Program Improvement

As YEDPA sought to keep administrative costs low, arrangements with other agencies were necessary to provide program improvement efforts such as curriculum development and in-service training.

- A balance-of-state prime sponsor, the State vocational education agency, the CETA liaison office, and the board of education jointly sponsored in-service training workshops for local youth program staff.

- As a means of program improvement a State board of vocational education made money available for travel to a National Youth Conference.

- A State vocational education agency provided materials and curriculum development for YETP programs.

## Technical Assistance

Technical assistance is another area where the capacity of prime sponsors is strained. The necessity for keeping administrative costs down as well as problems with high staff turnover contribute to a need for additional agencies and actors to fulfill technical assistance functions.

- A vocational department of a university has established a service unit to provide technical assistance to the prime sponsor in the operation of YETP and YCCIP programs statewide. Services include in-service training, program evaluation, research and curriculum development. The service unit develops RFPs for local programs and helps to negotiate contracts. YETP administrative funds were used to establish the service unit.

- A local vocational advisory council offers technical assistance and advice regarding local determination and policy for a program funded through YETP and vocational education disadvantaged monies.

- The CETA State Supervisor provides technical assistance through in-service training workshops, on-site visits and telephone contacts with program staff.

State vocational education agencies have an emergent role as providers of technical assistance and training to local program staff. Accustomed to playing a role with the prime sponsor under Title II through the vocational education set-asides, state vocational education agencies have also found roles under Title IV. Probably the greatest use of state vocational education agencies is in relationships with the balance-of-state prime sponsor.

- A State vocational education agency provides technical assistance related to the completion of reporting forms as well as sponsoring workshops. For example, a workshop was held for youth coordinators and counselors which focused on sex equity issues.

## Program Administration

Education agencies including the state vocational education agency, regional education agencies, and skills centers are serving as contracting agencies or brokers for the prime sponsor.

- A State vocational education agency has a financial agreement with the prime sponsor and in turn subcontracts with LEAs.
- A State vocational education agency, in this case the state board, utilizes an RFP process for awarding YETP grants to local schools, regional centers and community-based organizations.
- An area vocational school negotiated a financial agreement with the prime sponsor and in turn negotiated a non-financial agreement with local school districts.
- An area educational agency contracts with the balance-of-state prime sponsor and in turn negotiates non-financial agreements which identify services and delivery modes with each of the 21 LEAs involved.

- A skills center, as a regional office of the State vocational education agency, has contractual responsibility for local youth programs.

- A junior college operates a summer youth employment program through a subcontract between the college and the local skills training center.

Administrative arrangements show active involvement of vocational education at the state and local levels.

- A local vocational education director was involved in a YETP program including proposal writing, coordinating implementation efforts in various schools and determining program policy.

- A consortium of vocational education directors supervises program operations geared to mainstreaming YETP students into vocational curricula.

- A State vocational education agency provides administration for a YETP Governor's Special Grant program and is responsible for hiring personnel. There is a separate contract between a community-based agency and the State vocational education agency, as a community-based agency actually is in control of program funds and is a primary contractor with the prime sponsor.

- A CETA State Supervisor in the Division of Vocational Education is responsible for supervising all YETP programs in the State.

- The Department of Exemplary Programs within the State Vocational Education Agency maintains administrative responsibility for YETP in-school funds for the balance-of-state prime sponsor.

- A vocational technical school district serves as an administering agent for a YETP program.

Staffing patterns demonstrate that coordination can be accomplished for service delivery functions as well as administrative functions.

- Joint staffing is carried out at the local level in a YETP program through the use of employment and training representatives of the prime sponsor who share program functions and direct responsibility for the program along with teacher-coordinators in local schools.

- A project between vocational education and the citywide sponsor combines regular city school teachers and prime sponsor staff who serve as cluster coordinators or principals for mini-schools organized around vocational clusters.

- A YIEPP program utilizes teams to deliver services at local schools. Each team consists of four types of staff: First, there is the Program Liaison Specialist who is the in-school manager responsible for recruitment, enrollment, public relations and in-school staff development. Second, there is a paraprofessional for every two teams to help with tutoring, needs assessment, and dissemination. Third, there is a Career Development Specialist who is responsible for counseling and referral. There is one specialist for every 100 students. The fourth person on the team is a Job Coach, an employment liaison, who is a prime sponsor representative responsible for placement.

- A prime sponsor staff member has assisted in classroom training efforts and conducting field visits to YETP programs.

- A YETP program utilizes five employees who represent the five organizations of the Project Advisory Committee. These organizations include the employment service, community-based organizations and the public schools. Four of the counselors are paid with YETP funds and the fifth through the local job services. All five, however, are considered to be employees of their respective organizations.

In addition to staff directly involved in operations, staff designated as liaisons can facilitate the process of coordination.

- A CETA State Supervisor serves as liaison between the prime sponsor and local program operators in a program administered between the State vocational education agency and the balance-of-state prime sponsor.

- The principal of each school in which a youth program is located designates a staff member to be a liaison with program staff in the school.

## Policies

The process of policy determination resided largely with the administering agency. There were a few exceptions.

- Program policies are determined at monthly meetings of a board of directors of a YCCIP program. The board is made up of the superintendent of schools, program staff, student participants, the CETA representative and representatives from the Chamber of Commerce and the retail clerks' association. Student participation in policy determination is considered an important learning experience. Policies include such things as objectives, activities, and penalties for tardiness or absenteeism of participants.

The flexibility of YEDPA programs can be retained only when coordinating agencies such as local schools bend their policies to allow for open-entry/open-exit, extended day services, and the participation of staff with special experience or non-traditional credentials. Policies regarding flexible schedule were seen in numerous programs. Policies related to staff certification were more rare.

- A State board of education has exempted a youth program from State certification requirements for teachers, administrators, and other personnel for an experimental period of 3-5 years. During that period, the school system and the State agency will look at new certification procedures for employees hired to work in school-based youth employment programs.

## Funding

Vocational education funds are combined with CETA funds to broaden and strengthen program services.

- Vocational education funds provide the salaries for instructors and the cost of materials while CETA funds provide student stipends.
- State cooperative vocational education funds provide the salaries of teacher coordinators for a dropout program.
- Vocational education disadvantaged funds are used to provide staff salaries for a program director, four work coordinators, one workshop coordinator, five workshop teachers, and twelve paraprofessional counselors. A separate contract between the school district and the Division of Special Program Services in the State Department of Education arranged for the special use of these vocational education funds.

Local education agencies are contributing funds to support YEDPA programs in many instances.

- A local school pays half of the salary of a worksite coordinator.
- A local education agency pays the salary of the Project Director.
- A local education agency pays for the extra hours required for staff to provide supportive services to clients.
- A local education agency makes up the difference in the salary of teachers

where the CETA salary is not equivalent to the position.

- A local education agency provides the salaries for one full-time and five part-time project coordinators.

Another form of combined program funding ties various CETA funds into an integrated youth program.

- Title IIB monies are used to pay the allowances and wages of students and some counselors; YETP monies pay for counselors; and Title II six percent vocational education set-asides pay for all teachers.

Finally, CETA administrative funds can be used to pay the salaries of state and local agency personnel necessary to carry out CETA programs. At least one instance of this was noted.

- CETA administrative funds are used to provide partial or full salaries for staff located in the state vocational education agency who have primary responsibility for balance-of-state youth programs.

## OUTREACH, ASSESSMENT, COUNSELING AND SUPPORTIVE SERVICES

Activities included in this functional area include outreach, intake, eligibility screening, individual assessment, referral, vocational counseling and guidance, labor market information and the provision of supportive services. These activities are the first point of contact with the client. Guidance and counseling are considered separately, supportive services as used here refer to transportation, child care, medical or other special services.

### Outreach

Four major methods are used to perform outreach. It may be a joint function, the responsibility of regular school staff, the responsibility of a prime sponsor staff person, or the responsibility of a youth center.

- A prime sponsor and local education agency staff share outreach functions. The school guidance counselors identify potential dropouts and students who have already dropped out of potential programs while the prime sponsor screens welfare records to locate eligible students.

- Outreach and assessment activities are handled jointly by program staff and school personnel in a YETP program.

- Outreach activities in a county SPEDY program are handled jointly by the community-based organization and local education agencies through the use of posters and pamphlets.

- Regular school counselors contribute their time to aid in determination of disadvantaged students who are in need of services in order to remain in school.

- Outreach for in-school students is handled by guidance personnel from each individual school while outreach for out-of-school youth is jointly handled by employment security and a community-based organization.

- The guidance departments in three participating high schools in a YETP program assist in outreach. In addition to CETA eligibility criteria, schools attempt to select students who might leave school without the benefits of the program. The screening committee consists of an assistant principal, or principal, two teacher-advisors and someone from the guidance department. The screening committee operates after an initial screening process to determine eligibility.

- A county YETP program locates a YETP representative in the schools to perform intake.

- A program offered at a community college utilizes a prime sponsor representative who makes visits to each school to do intake. One person from each school is assigned as a contact person with the prime sponsor staff member.

- Under a YETP program, a youth center handles outreach and selection. The center is operated under the Department of Industrial Relations.

- A Youth Employment Center was officially established with YETP funds. This provides a centralized center for certifying CETA eligibility and for referrals. For example, further assessment is available by means of referral from the Youth Employment Center to the area vocational school assessment center.

- In a large urban program a prime sponsor utilizes decentralized intake centers for all CETA clients.

- An urban program utilizes mini-employment centers located in several city high schools. The centers are operated by the prime sponsor who provides outreach and eligibility screening for YETP and SPEDY programs through the centers.

A fifth method noted for accomplishing outreach was to use program funds to purchase staff to perform outreach.

- An urban YETP program funds a two-tenths position in each high school to facilitate the outreach activities. All other activities including intake assessment, counseling and the provision of supportive services are provided at a centralized location.

Minority populations, particularly those who are Spanish-speaking, present special outreach problems. Additional methods are employed to reach these populations.

- Outreach in an urban YETP program is facilitated through letters sent to parents. These letters are sent out in both Spanish and English and explain the goals of the program.

- Community-based organizations such as OIC and SER provide referrals to a YETP program through a separate subcontract of the prime sponsor. In turn, the public schools channel students to OIC and SER who may not want to continue in a traditional program through YIEPP.

Outreach is often combined with other activities, with the activities shared by coordinating agencies.

- Outreach, assessment and counseling are shared responsibilities between employment security staff and skills center staff in a YETP program.
- The community-based organization provides outreach, assessment and counseling services for a YETP program while labor market and career information are made available through the local community college.

## Assessment

Assessment is often a component of orientation. Early manpower programs suffered high attrition rates due to lengthy assessments which were isolated from other program activities.

- Assessment in a balance-of-state program is a component of a one-week orientation session. Assessment duties are shared with the Job Service performing aptitude testing using the GATB, and an interest inventory administered through the community college.

Two special problems in assessment have been addressed by coordinated youth programs. One of these is the provision of specialized assessment services for handicapped youth.

- A program utilizing combined YETP funds from local and Governor's grants serves both handicapped and non-handicapped students. Assessment is a major component of the program. The local educational agency's special education committee provides individual education plans for the handicapped students, while YETP program staff provides similar individual plans for non-handicapped students.

- Students who are severely handicapped in terms of employability are sent to a sheltered workshop for a full week assessment. The service is provided through a separate contract with the prime sponsor, but is available for use by the YETP program.

A second problem, particularly in rural areas, is that of making assessment services widely available.

- A balance-of-state youth program utilizes a mobile trailer to make assessment services available to youth. The program involves youth in sessions for two hours a day, five days a week, for a total of four weeks. The assessment consists of the determination of vocational interests and aptitudes as well as academic aptitudes.

Computerized assessment techniques can be a useful tool but are costly. Shared funding or the use of funds other than YEDPA has been made available to provide computerized assessment.

- The cost of a computerized assessment system is shared between the Area Vocational School and a Community Action Council which administers a YETP project.

- A local community college performs computerized assessments for all CETA clients under a Title IIB contract.

## Counseling

YEDPA provides funds for school-based counselors to carry out its purposes. However, the provision of extra counselors seemed to be a necessary but not sufficient condition for improving services to youth. Numerous programs provided counseling in other than a school setting.

- A county program provides counseling through advocate teachers who travel to schools, homes, or job sites in order to meet with students.
- SPEDY programs utilize a mobile resource team to provide guidance and counseling in group and individual situations to students in their worksite communities.
- CETA-funded counselors in a city program provide educational, vocational, and personal counseling. Counselors make home visits and travel to job sites in order to meet with students.

## Supportive Services

No single method stands out as a primary method of providing supportive services in coordinated programs. Transportation is probably the service provided with greatest frequency.

- Supportive services for teenage parents are provided through use of a parent-infant center located at an alternative school.
- The YETP program uses referrals to Social Services to provide special supportive services for foster children, abused children, students needing special psychiatric care, pregnant students, students with both problems and emotional handicaps.
- A junior high program uses part-time managers or student advocates to arrange for necessary supportive services.

## BASIC AND REMEDIAL EDUCATION AND EMPLOYABILITY SKILLS

This functional area includes remedial education, occupational orientation, pre-vocational programs, GED preparation and employability skill training. The skills incorporated in this area are to be distinguished from those in which there is entry-level job development or institutional occupational skills training. Employability skills may also be referred to as occupational survival skills. Likewise, bilingual training or basic living skills may be a component of needed remediation for some clients. Literacy training may be used both to break failure patterns in communications and to increase English usage ability for limited English-speaking clients.

## Occupational Orientation

The most highly developed coordinated programs integrated occupational orientation and exploration into a phased program for transition of CETA students into vocational training programs.

- A three-phased program in an urban area combines career decision-making, career exploration, and career employment experience. In the third phase students have an option of vocational training or work experience, or a combination of the two.
- A YETP program for urban and rural in-school youth offers a three-phased program. Phase One consists of classroom instruction in career decision-making and job-seeking skills. Phase Two concentrates on exploratory activities. Phase Three consists of placement in vocational training or on-the-job training with private employers.

Occupational orientation for CETA youth is also coordinated with vocational education by hands-on experiences in vocational facilities or using vocational clusters for placement on job sites.

- Occupational orientation in a YETP program is accomplished by having YETP students participate in regular technical college classes and labs on a short-term basis.
- An urban YETP program utilizes an occupational orientation or career exploration component in which students are

placed on job sites according to vocational clusters reflecting their values, aptitudes and interests. Worker trait groups are used to identify the appropriate areas for their explorations.

CETA-funded youth programs can serve as prevocational programs to develop the skills necessary for students to enter regular vocational training.

- A community college provides career exploration activities with a later phase of the program involving enrollment of the students at the community college vocational center for skills training on a half-day basis.
- A YETP program component for younger students or older students not ready to enter the vocational co-op program is utilized in a balance-of-state program. Career counselors provide students with instruction in job survival skills and counseling with the aim of retaining students in school so they can later be enrolled in other components of the program.

## Basic and Remedial Education

Vocational facilities are providing a viable setting for remedial instruction.

- A prevocational experience center is used for students who need remedial work in reading and math.
- A statewide YETP program has a classroom training program offered at area vocational centers for dropouts. Remedial reading, remedial math, and basic economics adapted to the educational level of the participants are a regular component of the classroom training.
- An alternative program offering vocational instruction in six different centers provides a basic skills teacher who travels from center to center to provide remedial education activities as needed.

- High school dropouts receive classes in GED preparation or basic skills in a local skills center.

In numerous cases, remediation is provided through individualized modules made available through CETA funds.

- CETA Title II funds helped to develop curriculum modules as tools to teach basic skills. However, the curriculum modules cover various technical content areas. Students can receive credit at the local technical college for units completed as well as receiving credit in the basic curriculum at the secondary level.

- YIEPP funds were used to purchase slots and additional terminals in a computer-based learning program for youth with low reading levels.

## Employability Skills

Employability skills are offered to CETA youth as components of vocational education programs. In some cases, it is possible for youth to receive vocational credit.

- YETP funds have been used for a diversified occupations class which focuses on the development of the employability and survival skills.

- Employability or occupational survival skills are used as the related instruction component in cooperative vocational education settings.

- Dropouts receive occupational survival skills training in one class per day for which they receive vocational education credit.

Arrangements for providing employability skills training varies from week-long workshops to daily sessions.

- A summer youth program provides week-long workshops through subcontracts with a university and a community college. Workshops are integrated with work experience activities and concentrate on developing employability and survival skills.

- Employability and job survival skills workshops are conducted as part of an orientation week preceding placement in on-the-job training.

- A YETP program provides training in career decision-making skills, remedial work basic skills and life skills ranging from personal hygiene to family problems. These classes are provided weekly during after-school training sessions and individual meetings with the project coordinator.

- A YETP program which shares a facility with an alternative school program provides daily sessions in living skills such as budgeting, getting drivers' licenses, housing assistance, etc.

## Basic Living Skills

Remediation for some youth may include classes addressed to special segments such as teenage parents.

- An urban YETP program provides weekly classes in nutrition, child rearing, medical needs and related subjects to pregnant teenagers and young mothers.

- An alternative program with a parent-infant center requires students who have children placed at the center to attend parenting education classes. Part of their time is spent in interaction with their child where they learn to identify growing stages.

## INSTITUTIONAL OCCUPATIONAL SKILLS TRAINING

Institutional occupational skills training is the provision of vocational skills training in a classroom setting.

### Open-Entry/Open-Exit

Vocational skills training is provided on an open-entry/open-exit basis to accommodate the needs of the CETA youth.

- A local program couples worksite training with an in-class component. Developed as an open-entry/open-exit program, it is able to accommodate both in-school students and dropouts.
- Skills training is provided on an open-entry/open-exit basis through a program at an opportunity school.
- Skills training is provided on an open-entry/open-exit basis at a regional vocational technical school through a Title IIA program serving both youth and adults.

### Extended Day

Vocational skills training is provided on an extended day basis to accommodate the work schedules of CETA youth.

- A local program pays the extra hours of regular school teachers through YETP funds.
- Vocational center instructors are paid overtime through YIEPP funds.
- Urban and rural in-school youth receive vocational skills training at a local community college in the evenings. Tuition fees and training allowances are paid through YETP. Students receive academic credit in their home schools for the skills training courses received.

- A YETP vocational education project provides a 10-week skills training program at an area vocational school on an extended day basis. The students concentrate on entry-level skills training. Skills training is then followed by a 10-week work experience module.

- Skills training is available on a referral basis to alternative school students who are part of a YETP program providing work experience. The alternative school is located in an area vocational school. Skills training programs are available to students in the evening.

- A statewide program offers classroom training to dropouts through area vocational centers. Enrollees receive vocational skills training after regular school hours for 25 hours a week over a 46-week period. The training takes place in eleven area vocational education centers throughout the state.

- Handicapped students in a rural area receive skills training from vocational education instructors who are paid through YETP for their extra time. This allows for special classes with a student/teacher ratio of 1/5 or 1/10. A YETP program for both urban and rural in-school youth provides skills training for students who want or need training before placement in on-the-job training slots.

## Summer Programs

Summer programs tend to emphasize exploration activities, but are also used for skills training. This offers another vehicle in addition to open-entry/open-exit and extended day for providing training on a flexible basis to meet the needs of a broad range of CETA youth.

- Students in the occupational exploration component of a summer youth program attend classes for 6 hours a day, five days a week for 8 weeks. During this time they are introduced to the skills required in one or more selected occupations. Training in the skills areas is based on occupational clusters. These clusters include food services, health services, and metal trades.

- Students in the summer youth employment program have the option of choosing the exploration of several different occupational areas, or if they choose to spend the entire nine weeks in one occupational area, may actually receive skills training.

- A statewide consortium provides a classroom training component during the summer months. The YETP summer program provides individualized occupational skills training, vocational assessments and other transitional services. This training is developed to meet the needs of each individual student and is offered to the area vocational center, as is the school-year YETP program which primarily provides transition services.

## Purchase of Slots

Vocational skills training is provided to CETA youth through the purchase of slots in regular vocational classes.

- YETP students are mainstreamed into vocational classes at four area vocational schools.

- 250 slots in an urban vocational school are reserved for returning dropouts.

- A YETP program couples work experience with enrollment in regular vocational programs for skills training 2 to 3 hours a day.

- A YETP program for rural in-school youth requires participants to enroll in vocational skills courses at their home high schools or the vocational technical school.

## Cooperative Vocational Education

The development of CETA youth programs on a cooperative vocational education model facilitates the awarding of academic credit.

- Program staff are certified in co-op education with responsibilities for individualized career development plans specifying job-related training classes and skills training classes needed by each student.
- Co-op credit is provided to youth participants in urban programs in three different states.
- A YETP program for rural in-school youth is part of the regular vocational cooperative curriculum. As a result, work experience positions are then matched to the vocational skills areas of the students.

## Alternative Programs

Alternative schools and settings provide additional opportunities for CETA youth to participate in vocational skills training.

- An LEA-operated program combining YETP funds and other sources of funding from other agencies in the local community provides vocational skills training at vocational centers located around the city. For example, one center is located in a hospital and another operates within the facilities of an insurance company.
- An opportunity school is used to link a half-day vocational training with a half-day work experience. Regular school credit determined by the number of hours in the program is available for the vocational training.
- An alternative school offers vocational training in five vocational cluster areas. Courses for the students in academic subjects are modified to reflect the vocational

cluster they are in. Students alternate between two weeks in school and two weeks at work.

- An alternative training program for students 14 to 21 years of age is funded through YETP/YCCIP, Title II, and vocational education. Students who are 16 to 21 have the option of enrolling in classroom training, OJT, or work experience. Classroom training includes vocational skills training in 12 different areas. The facilities of the vocational departments of participating high schools are utilized for the classroom training.

## Technical Institutes and Community Colleges

Postsecondary institutions are particularly attuned to offering skills training to dropouts and to other CETA youth lacking basic skills.

- A YCCIP program for urban high school dropouts provides vocational skills training through a technical institute. Students work toward a one-year certificate in painting and related skills.

- A rural YETP program offers skills training to dropouts at a vocational technical institute. The general vocational classes are required as a part of the career employment experience program.

- A community college reserves 25 slots in the school's vocational training areas for YETP students. These students are urban in-school youth who have trouble adjusting to the regular high school environment and dropouts.

- Dropouts in an urban YETP program receive 2 to 3 months of skills training at a technical institute or through other community resources including the vocational exploration program operated through the AFL-CIO.

- Youth reading at the 7th grade level or better attend a program operated at a community college. The program is two-phase. The first phase is GED preparation and the second focus is on specific trades in ten vocational areas.

Postsecondary institutions can also provide additional facilities for use by secondary level CETA youth.

- A community college vocational center is utilized to provide juniors and seniors in a YETP program with skills training on a half-day basis. The skills training occurs as a second phase of the program. During the first phase, students are in an exploration component which provides hands-on experience, also at the community college.
- A three-phase program which offers career decision-making and career exploration offers vocational training as an alternative to career employment experience in the third phase. Students may receive high school credit for training which was received at either the community college or regional occupation program training center.
- Urban and rural in-school and out-of-school youth are able to attend classes in the afternoon at a vocational technical school. They are offered hands-on skills training classes in twelve trade cluster areas taught by vocationally certified instructors.

## Other Vocational Facilities

In addition to postsecondary institutions, skills centers and special centers for the handicapped are providing vocational skills training to YETP youth.

- A balance-of-state program offers vocational skills training to physically, mentally and emotionally handicapped youth at a center which is specially staffed and equipped to deal with their needs. The vocational skills training component is funded through YETP.

- Rural in-school youth and dropouts receive vocational skills training through YETP programs. The skills center, operated by the public school system and funded through CETA Title II, Vocational Education six percent set-asides, serves as a training site for the YETP youth.

## WORK EXPERIENCE AND ON-THE-JOB TRAINING

This area includes work experience programs, the awarding of academic credit for work experience, and on-the-job training. Work experience includes that which is both subsidized and unsubsidized. The term 'on-the-job training' is reserved for its meaning as determined by the Department of Labor in the Federal regulations dated April 3, 1979. On-the-job training is taken to mean training in the private or public sector where the participant has been hired first by the employer. The training occurs while the participant is engaged in productive work which provides knowledge or skills essential to the full and adequate performance of the job. The reimbursement to the employer during that time is based on 50 percent of the participant's wages representing the difference between the cost of recruiting and training and the cost of lower productivity associated with employing CETA participants to perform the job than the cost for others similarly employed. In some instances, OJT reimbursement may be on a scheduled declining ratio to wages over the period of training. According to the same Federal regulations, work experience is a short-term or part-time work assignment and is prohibited in the private sector.

### Work Experience

CETA funds have been used to extend cooperative vocational education work experience to CETA-eligible youth.

- A CETA cooperative vocational education program was developed in a large urban area.

- Students in a YETP dropout component were matched to subsidized work experience placements in the public sector as a part of the area vocational education school cooperative programs.

- A YETP program in a rural area provides transitional services during the school year and provides cooperative education placements during the summer months.

- A YETP program in a rural area has two components: a pre-vocational component which services students as young as 14 and a co-op component which serves students enrolled in a certified vocational class. The two components provide transitioning for the students into unsubsidized employment. Some students have moved from cooperative placements to on-the-job training slots while other students have moved from pre-vocational to cooperative placements.

- YETP and YCCIP-funded comprehensive youth programs in a county area utilize an individual cooperative education training plan for each student entering the cooperative education phase of the program. The plan certifies skills training to be accomplished on the job. Complementing the training plan is an individualized career development plan which determines a particular activity needed by each student in order to become job-ready.

- Students who receive work experience in housing rehabilitation are enrolled in a vocational course in housing rehabilitation for three hours a week. The YETP participants are considered as part of the school's regular cooperative education program.

- Enrollment in YETP fulfills the related instruction requirement of cooperative education.

- Work experiences provided to YETP students match jobs to a skill area, or to an appropriate occupational area identified during assessment. The YETP program is part of vocational cooperative training.

The creation of small business enterprises provides additional work experience opportunities for CETA youth.

- A youth program funded through multiple sources operates small businesses in which youth and teachers produce products or deliver services on a fee for work basis.
- An alternative vocational skills training program operates school factories which offer paid work experiences after school hours for younger or less skilled students.

Models for integrating work experience with education have been developed which allow for both individualized attention and group experiences.

- A YETP Program in a balance-of-state area provides several models for integrating work experience and education which may be implemented by LEAs. These models include: 1) Individual attention, which is facilitated by assigning each LEA staff member no more than two students. The staff member holds weekly counseling sessions with the student and maintains biweekly contact with the employer. 2) Education and work experience, which are provided in a group setting. A teacher-coordinator conducts a class of 15 to 20 students and monitors job-site experiences. 3) In the third model, an employer is responsible for establishing a mentor relationship with an individual student. The employer meets monthly with the school staff to provide input on student educational needs. 4) A large institution acts as mentor for 5 to 10 students at one site.

While rarely evidenced in this study, work experience has been offered as pre-apprenticeship training.

- Dropouts participate in a one-year YCCIP work experience component, during which time they are considered pre-apprentices. At the end of the year, all participants are eligible for the apprenticeship program with the local union.

## Academic Credit for Work Experience

Guidelines for the awarding of academic credit for work experience are being developed on a statewide basis.

- In one State, a task force composed of intermediate education unit staff, vocational education staff from a university, and prime sponsor planning staff was formed to make recommendations for the awarding of academic credit.
- In another State, the vocational education division of the state education agency helped to develop criteria for the awarding of academic credit. All schools participating in YEDPA in that State have accepted the plan which details the development of training agreements.
- Academic credit for work experience varies with the school district. However, the State Division of Vocational Education has set up state standards which have been approved by the State board. If a school starts a YETP in-school program and provides from 36 to 54 hours of related instruction and 180 to 224 hours of work experience, a student may receive one full academic credit as an elective.

Program evaluation for credit which includes an assessment of worksites prior to placement was the primary method observed for determining academic credit. However, student evaluation supplemented the criterion of time spent on the job.

- Academic credit for students in a large urban YETP program is facilitated through a pre-placement site evaluation to assess worksites prior to assignment. Students are then evaluated by a job site supervisor, ratings are tabulated and a grade is derived with the score 65 being passing. The credit is equivalent to one elective course in regular high school curriculum.

- Handicapped and special needs students in a YETP Program receive on-the-job training with private employers in the community. Following a 40-day on-the-job training period, the project director meets with the employer to evaluate the students and decide together on the job readiness. If the initial period is successful, a 90-day evaluation period follows. At the end of that period, the director and the employer evaluate the worker traits of the student on a five-point scale.

- Academic credit is awarded on the basis of the number of hours spent on the job and in class. In addition to the number of hours on the job, students are evaluated three times a year by the worksite supervisor. Evaluations are made in 13 areas on a scale of one to five. The items include such things as getting along with peers, the ability to complete assignments and the ability to follow instructions. The student must obtain a 2.5 or better overall to receive credit.

Competency-based assessments were a component of experiences designed for credit.

- A YETP program provides credit based on the development of basic competencies. A third party evaluator helped to develop competencies. Students' mastery is rated both subjectively and objectively. Subjective evaluations include job performance ratings made by the work supervisors and self-ratings made by the students. Objective evaluations consist of tests related to job skills.

- Academic credit based on length of time in the program is a base credit, and in addition students may receive variable credit depending on the amount of effort put out by the students and the degree of efficiency obtained. The degree of proficiency or skills developed are measured through competency tests. The extent of program participation is monitored through reports written by the students which describe what they learn in the program and what classes the program relates to. The reports are presented to teacher-advisors and the guidance department.

Cooperative vocational education provides an additional method for certifying that work experience is relevant to the education of the student and providing a basis for awarding academic credit.

- Students receive three credits for vocational co-op training. Their cooperative experience consists of 25 hours a week at the job site and three hours a week in related skills training at an area vocational center.

- Cooperative placements are accompanied by a classroom training component and credit is based on one-half an elective credit for 180 hours of work and classroom instruction.

- CETA students in a cooperative education program receive a total of two hours of credit for time spent on the job. The credit for the work experience is primarily on the basis of time spent. Students must receive fair recommendations from their employer and above average recommendations from the career coordinator.

- Academic credit for work experience is awarded if students meet the goals and objectives of the work experience education programs of the school district. During the vocational exploration phase, students may receive five units of elective credit. During a later phase of the program involving work experience, credit is awarded as part of the competency-based management system for off-campus programs. Students may receive five to ten units of credit for work experience during this time. It is a linking of the academic component with the work experience that enables students to receive academic credit.

- Urban in-school students in a YETP program receive academic credit for work experience if students are in a related vocational program in their home school.
- One credit per semester is awarded for cooperative work experience in a YETP program.
- Students in a YCCIP program may receive up to ten hours of credit in the vocational education curriculum. Work experience is provided on the school grounds.

## On-the-Job Training

Results of the study suggest that on-the-job training slots are reserved for students who have completed some skills training or have proved they could succeed in subsidized work experience positions.

- YETP students who have succeeded in a subsidized work experience position may be transitioned to an on-the-job training slot primarily in the private sector.
- A YETP program is provided in three phases with the third phase consisting of placement in vocational training courses or on-the-job training with private employers. Students who are selected for OJT slots are those who have completed a semester of skills training.
- A minimum of two weeks of training in entry-level skills is necessary before on-the-job training placements in the public and private sectors for YETP students.
- Local employers are encouraged to provide job shadowing or observation periods for YETP students. Following the observation period, an attempt is made to get the employers to hire the students

on a part-time basis during which the employer would be reimbursed on a scheduled declining ratio to wages.

- An employer no-risk plan is used to secure OJT slots in a YETP program. A prospective employer is paid by CETA funds for a one- or two-week period on an exploratory basis. During this time the employer does not have to put the individual on the payroll. Gradually the individual is phased onto the payroll and the CETA payments lessen as time goes by. This is considered an on-the-job training allowance.

## PLACEMENT

This functional area includes placement, job development, job restructuring, and job creation. According to the Federal Register, Tuesday, April 3, 1979, placement is defined as the act of securing unsubsidized employment for a participant or the securing of unsubsidized employment by the participant him/herself. As many of the participants in youth programs would not yet be ready for permanent placement, placement has been broadened to include placement activities related to securing worksites for participants. This broadens the definition of placement considerably, as work experience arrangements or on-the-job training slots which were part-time or subsidized would also be included.

The provision of placement services is designated as a joint responsibility of coordinating agencies. The agencies involved are not limited to prime sponsors and schools.

- A statewide YETP program makes placement a joint responsibility of an employment and training representative and a teacher-coordinator.

- A YETP program makes placement a joint responsibility of the school and a community-based organization (CBO). The school counselors and placement staff meet with

CBO staff to discuss plans for placement of individual students in employment stations. In addition, the schools have computer terminal linkages with the Employment Security Commission's Job Bank.

- In a YIEPP program the prime sponsor is responsible for placements in the public sector and the National Alliance of Businesses is responsible for placement in the private sector.

In-program placements for work experience and on-the-job training are largely the responsibility of teachers and counselors.

- Placements for the on-the-job training component of a YETP program are developed by program teachers. Placement for program completers is offered through referral to the employment service.
- Placements in work experience positions are developed by the YETP counselors, vocational teachers and school counselors.
- YETP work experience placements are developed by program teachers. Placement for program completers is provided through the efforts of program staff and guidance departments of the high schools.
- Worksites during the program are located by YETP funded teacher-counselors.
- Placements for cooperative work experience positions are developed by coordinators through visits or telephone contact with area employers.
- A half-time YETP counselor at a vocational-technical school provides direct placement services to program participants.
- Placement and follow-up during the on-the-job training component of an urban youth program are provided by teacher-coordinators.

- Program placement services are provided by two youth placement specialists and teachers in an urban YETP program. The youth placement specialists develop jobs through telephone contact of area employers.

- YETP program funds are utilized to secure the services of the vocationally handicapped program work study coordinator. This person serves as a resource for locating jobs.

- Work experience placements for a summer youth employment program are developed by both teacher-counselors and the prime sponsor.

- In a YETP program the prime sponsor is responsible for providing direct placement services including both work experiences and on-the-job training opportunities.

The post-program placements observed in this study involved two main actors: Employment Security and vocational education staff.

- Out-of-school youth in a rural area who completed a YETP program are provided placement through the efforts of program staff and Employment Security Commission personnel.

- Program staff members and a Job Service representative are co-located in an office at the school to facilitate placement.

- Placement assistance for graduating seniors of a YETP program is provided through the assistance of the Employment Security office through a non-financial agreement with the prime sponsor and through the school district's vocational education office.

- As part of a contract with an area vocational school, placement services are provided to at least 50 percent of program completers.

- An urban program offering skills training in vocational centers located in different facilities throughout the city provides direct placement services for program completers. Vocational center managers provide the placement services.

- Students in a YCCIP program receive placement services through the director of vocational education at the high school. This person works with participants during the program and also handles job placement after termination from the program.

- Dropouts and slow learners in an alternative school are placed through the efforts of vocational education teacher-coordinators who serve as liaisons with the employers.

- A YETP program offers post-program placement through a separate contract between the prime sponsor and a community-based organization.

Employment service centers are set up with CETA funds to facilitate placement.

- YETP funds provide for a youth employment service center administered by the Director of Cooperative Education for an area vocational center and staffed by counselors paid through CETA funds.

- A program supervised by a consortium of vocational directors utilizes a youth employment service component for placement.

- A YETP program utilizes the services of a youth employment service established by the prime sponsor for all youth in the prime sponsor service area.

- A youth employment service component handles placement work experience sites for students in YETP and summer youth employment programs.

An isolated, but notable instance involved the use of YETP funds to develop a computerized placement program. The program was developed on a regional basis by four directors of vocational education.

- A computerized placement system matches students to available jobs based on job skills, abilities and interests. Students may obtain lists of jobs from the computer. Job information available to students includes pay rate, hours of work, job skill requirements and distances from the student's home. Only students with appropriate skills are referred to employers. Computerized records of placements are maintained to facilitate followup.

## Job Development

Job development activities are most often the function of program staff hired specifically for that purpose.

- A YETP program employs a job developer on a full-time basis who provides both direct placement services for program completers and help in identifying and developing suitable work experience positions.
- An urban program employs job developers to locate on-the-job training and work experience slots for YETP participants. YETP graduates receive placement assistance through a placement support program operated by the public schools and the Department of Employment.
- A YETP program employs job developers to make end program placements of students for work experience.
- Job development and placement are considered the responsibility of local education agencies who subcontract with an intermediate education unit for a YETP program. However, the intermediate education unit and the prime sponsor provide job development for enrollees who are not placed by the LEA subcontractors.

- Work experience placements in a YETP in-school program are developed by program teachers.

Job restructuring and job creation may have been utilized by programs examined in this study, but no examples were specifically noted during the survey or on-site visits.

# CHAPTER SEVEN
# CONCLUSIONS AND SUMMARY RECOMMENDATIONS

## NEED FOR COORDINATION

Coordination can serve many masters. It can serve congressional intent to use coordination in order to limit duplication of effort, and it can fulfill the desire of the Department of Labor to ensure the quality of programs delivered to disadvantaged youth. Furthermore, coordination can be an efficient agent in reducing the cost of training by combining available resources. In addition to the presumed benefits of coordination, there are practical reasons for coordinating the services delivered to disadvantaged youth to enhance their opportunities in the labor market and smooth the transition from school to work.

The Comprehensive Employment and Training Act, which has spawned much of the current focus on coordination, is but one resource that may be used to interact with the labor market. CETA is sometimes looked upon as a complete labor market resource package, capable of serving multiple clients. While CETA is not rigidly bound by a single delivery system or method and is capable of rapidly mounting responses to labor market problems, it was not intended to act as administrator and service deliverer in and of itself. In carrying out the purposes of the Act, other agencies are used to deliver employment and training services. These agencies include community-based organizations, local educational agencies, institutions of higher education, non-profit private organizations, non-profit volunteer and youth organizations, labor organizations, and educational associations.

## ARTICULATION

Coordination in its fullest sense is not limited to the relationship between vocational education and CETA. Neither is it limited to the negotiation of agreements between prime sponsors and local educational agencies, even though that has been the subject of considerable attention. Although generally thought of in terms of interagency linkages, coordination is also an intraagency issue. The relationship of vocational education to the rest of education and articulation between secondary and postsecondary educational institutions are as much at stake in the preparation of young people for the job market as coordination between education and CETA. Finally, coordination is not limited to the exchange of funds for services.

## INCENTIVES

There are numerous incentives which may encourage various agencies to work together to serve common populations. Agencies which have historically worked together to achieve common goals may share or coordinate their activities with no transfer of funds or the presence of financial incentives. Title IV under CETA is a relatively new title which provides funds for demonstration projects. Therefore, any relationship under Title IV has, as a primary component, the existence of a financial incentive as a key to coordination. Demonstration funds traditionally cloud attempts to draw conclusions regarding the evolution of relationships under more natural circumstances. Taking into consideration that the programs looked at in this study were primarily funded through Title IV, it is difficult to draw definitive conclusions regarding coordinative mechanisms which could be fostered in the absence of financial incentives.

Born of Federal urging, coordinated programs at the local level may exist as a stepchild of the parent institution vis-a-vis established, institutionalized, ongoing programs conceived as local institutions. Exemplary coordinative mechanisms are those which demonstrate that the program exists as more than an adjunct to regular programs. The extent to which an institution commits its own resources, financial or otherwise, is an indication of a first step toward a longer-term commitment to providing continuing services for a target population.

Despite such caveats, it is apparent that a working partnership between vocational education and CETA has been evidenced under Title IV. In addition to creating linkages at the local level between education and CETA, Title IV has renewed a bond between vocational education and prime sponsors and reaffirmed their mutual purpose to prepare youth for the world of work.

## TECHNICAL ASSISTANCE

A continued effort to encourage coordination will require increased technical assistance and training at the local level to sustain activities set in motion by Title IV. At a minimum, successful approaches to interagency coordination must be disseminated. To further advance a vocational education-CETA partnership will require that mutual knowledge of agency functioning be increased. Coordination cannot be one-sided. All the possible sources of funding and other resources available to the two agencies must be tapped to support a program of information sharing.

A heightened capacity for information sharing is necessary to prepare vocational education agencies and prime sponsors to work together on a continuing basis. Improving local programs to better serve the needs of disadvantaged youth is a joint responsibility--a responsibility for which both agencies must be prepared.

## SUMMARY RECOMMENDATIONS

This report has attempted to trace out the contours of the context in which coordination occurs. Like a ripple effect in reverse, these broad-based and pervasive contextual factors cascade toward the local level where they converge to form the causal field in which coordination occurs. Thus, the recommendations will follow this analogy with more general recommendations for structural change being followed by specific recommendations for action to promote and enhance coordination. Recommendations will be offered at the Federal, State and local levels. Insofar as possible, the recommendations will recognize the bipartisan efforts between education and labor required to create a climate conducive to a cooperative effort to enhance youth employability. Specific recommendations will be addressed to Congress, to the Department of Education, to the Department of Labor, to the State Vocational Education Agency, to the State Employment and Training Council, to local education agencies and to local prime sponsors.

### CONGRESS

*CONGRESS SHOULD CONSIDER PASSAGE OF A COMPREHENSIVE YOUTH EDUCATION AND EMPLOYMENT ACT.*

- *This act should provide that local education agencies have joint responsibility with CETA prime sponsors for the education-to-work transition of all disadvantaged youth.*

By making this a statement of national policy, Congress could provide a mandate for cooperation. The roles in this cooperative venture should be clearly defined.

Education should have responsibility for the education and training of all disadvantaged youth--both those in school and out of school. The role of the prime sponsor should be to establish a partnership relationship with education in the establishment of viable linkages between education and work. This policy, once articulated, will set the foundation for a unification of the houses of education and labor--a unification that would serve to increase the long-term employability and employment of our nation's youth.

This policy would have significant impact on the current context of cooperation. The scope of educational responsibility would be widened to include out-of-school youth. No longer would dropouts or pushouts be an acceptable justification for shifting the responsibility of disadvantaged youth from the schools to the community-at-large. As with the Education of the Handicapped Act (P.L. 94-142), education's responsibility would continue until some arbitrarily designated age cutoff. Since both P.L. 94-142 and CETA-Title IV designate 21 as the upper age limit for eligible youth, it would seem appropriate to terminate education's responsibility for disadvantaged youth at that age.

A point of clarification may be in order regarding the notion of responsibility. The charge that education has responsibility for disadvantaged youth until age 21 is not to be interpreted that all disadvantaged youth must be served only by local education agencies. This responsibility could be delegated by agreement to a variety of service deliverers depending on State policy, the needs of individual youth and the availability of delivery mechanisms best suited to serve these needs. What cannot be delegated or abdicated under this recommendation, however, is the accountability to society to make quality education and training available to all disadvantaged youth. By formally declaring local education agencies responsible for the education and training needs of disadvantaged youth, the denial or duplication of services because of interagency disputes can be minimized.

To assign education unilateral responsibility for disadvantaged youth without delineation of a parallel role for prime sponsors would be a meaningless exercise. Consequently, the following recommendation addresses the allocation of joint responsibilities so as to result in a complementary and integrative rather than a competitive and fragmented system for the delivery of transitional youth services.

- *Responsibility for the provision of trancition services to disadvantaged youth should be rationally allocated between education and prime sponsors.*

Consistent with their recommended charge, education should be responsible for all programmatic education and training activities for disadvantaged youth inclusive of classroom instruction, career guidance services, cooperative work experience, and on-the-job training. The prime sponsor should be responsible for the payment of student stipends and employer subsidies, provision of transitional and countercyclical public service employment opportunities, provision of transportation assistance, child care, and other necessary supportive services, and the requisite financial, management and contractual administration necessary for the provision of these services.

This allocation of functional activity makes explicit the differentiation of functions implied in the first recommendation. Education is allocated those functions which are clearly derivatives of its societal role of enhancing general cognitive awareness and developing specific abilities, competencies, and skills. The prime sponsor allocation centers on those activities which have not historically been assumed by education but which perform a critical support function in the development of youth potential. Payment of student stipends and employer subsidies and the performance of the necessary accounting and financial management tasks often exceed the capabilities of schools both in resources and a predisposition to accomplish. By specializing the activities, complementary roles can be well defined and integrated so as to enable a cooperative effort in the preparation of youth for stable and productive employment.

- *An individualized youth employability plan should be prepared for each disadvantaged youth served.*

Individualized youth employability plans should be the base of all programmatic efforts to serve disadvantaged youth. These plans should indicate an individual youth's long-term career goals or, if unspecified, should describe an exploratory process for their specification. These plans should specify the immediate and intermediate objectives necessary to achieve stated goals. Each objective should be defined in terms of the desired education and/or employment outcomes. These outcomes should be stated as major milestones for events in the transition process. Transition services and strategies for the obtainment of these milestones should be identified and a timetable for their attainment specified. A plan should be developed for each disadvantaged youth and should be periodically updated until the youth by virtue of age is no longer a responsibility of the system.

- *Preparation of an individualized youth employability plan should be the responsibility of a committee consisting of the youth, parent (or legal guardian, as appropriate), secondary school counselor, postsecondary school counselor, prime sponsor representative, and employment and security counselor.*

The composition of the committee responsible for the preparation of the plans reflects the major agency actors that should be involved in the provision of comprehensive transition services to disadvantaged youth. The involvement of the youth in the preparation of the plan is critical if the plan is to provide meaningful guidance and direction through the transitional period. Parental involvement is advisable from a legal as well as a societal standpoint since parental support of the youth's career desires and ambitions can exert strong positive influence on their attainment. Counselors from the secondary system are recommended to be involved because of the prime responsibility of the local education agencies for the education and training of disadvantaged youth. Postsecondary counselors should be involved in recognition of the fact that postsecondary institutions represent a significant resource in the development of youth potential. Counselors are the recommended representatives from the education agency because they are most directly concerned with career development and its educational applications. The prime sponsors, because of their supportive responsibility, must play an active role in the development of the individual plans. Employment security agencies are represented because of their knowledge of the local labor market conditions and their legally mandated responsibility for providing services including placement for those who seek employment. Each of the aforementioned agencies and their representatives are client-centered in that the services they provide should be oriented to meet the unique needs of each disadvantaged youth. In sparsely populated areas, adjustments would have to be made. Perhaps the concept of regional evaluation centers could be utilized.

- *Cooperative linkages should be formalized through interagency service agreements that contractually delineate the nature and extent of services to be provided to these disadvantaged youth by each participating agency.*

In order to bring the resources and services of each participating agency to bear on the unique individualized needs of disadvantaged youth, roles, responsibilities and commitments of each participating agency should be contractually specified in terms of interagency agreements. These agreements should specify the nature of the services to be provided and the performance standards to be applied in the contractual responsibilities of the participating agency. It is envisioned that these service agreements would vary in nature and scope across communities depending on the local community infrastructure. The fact that these interagency agreements must be negotiated at the local level would provide strong impetus for local coordination. Mandating the necessity to formalize a cooperative agreement but not specifying the content of coordination provides opportunity for the exercise of local initiative in designing an integrative system to serve the youth. Because local education agencies and prime sponsors have a joint responsibility for disadvantaged youth, they are jointly responsible for the formulation of an integrated interagency system bound by interagency agreements and serving disadvantaged youth. These interagency agreements commit the agencies to the ongoing provision of integrated services to disadvantaged youth and therefore tend to overcome the fragmenting effects of the project approach as presently practiced.

- *The Act should require that transitional services for disadvantaged youth be provided in accordance with a coordinated youth transitional services plan.*

This plan should present a complete description of the coordinated transition services to be provided to disadvantaged youth within a designated local service area. The plan should specify the needs of disadvantaged youth to be served, the range of transition services to be offered to meet these needs, the allocation of responsibilities for the offering of these transition services amongst the various local agencies involved, allocation of local, Federal and State financial resources to provide these transition services, and the reasons for choosing these transition services and corresponding financial allocations. The purpose of this plan is to promote the development of an integrative approach to the problems of disadvantaged youth that transcends agency boundaries and jurisdictions. In philosophy, these plans would be the outgrowth of a coordinative planning process reminiscent of the early CAMPS approach to manpower planning, but focused on the needs of disadvantaged youth.

The plan would require that agencies with separate funding cooperatively target their resources on the problems of disadvantaged youth. As envisioned, several major programs would be involved in this focused effort. Possible Federal funding sources to be coordinated could include Titles I, II, and III (Part F) of the Education Amendments Act of 1978 (P.L. 95-561), Title IV of the Comprehensive Employment and Training Act Amendments of 1978 (P.L. 95-524), Education of the Handicapped (P.L. 94-142), Title II of the Education Amendments of 1976 (P.L. 94-482), and the Wagner-Peyser Act. Separate legislation would undoubtedly require amendments to make them compatible with the intent of this recommendation. The nature and extent of the amendments will be touched upon in a later recommendation.

- *Responsibilities for the preparation of a coordinated youth transitional service plan at the local level should reside in a local coordinated youth transitional services council.*

This council should consist of representatives from both secondary and postsecondary education including vocational education, prime sponsor, disadvantaged youth, parents, employers, organized labor, local employment security, vocational rehabilitation, social services, community-based organizations and community economic development agencies. The rationale for this representation is that each agency and/or constituency has a significant stake in the development of youth to take their places in society as productive members. Economic development is included because of the critical necessity for coordination of human resources with economic development at the local level.

A coordinated youth transitional services plan, once developed, should be approved by the coordinated youth transitional service council. What constitutes approval is open to a variety of operational definitions. One such definition might be that approval would require that a majority of the council present vote for its adoption. Or, alternatively, that a majority of the prime sponsors and educational representatives vote for its adoption. The requirement that education and prime sponsors be in agreement as to the content of the plan is crucial since these agencies have joint responsibility for provision of transitional employment services to disadvantaged youth.

A coordinated youth transitional services plan should be prepared annually and should be derived from aggregates from individualized youth employability plans. Employability plans would provide the basis for the determination of transition services needed and would provide the rationale for determination of types of transition services required to satisfy individual needs. By linking the coordinated transitional services plan to the individualized services plan, greater assurance can be provided that the coordinated transitional service plan is addressed to the universe of needs as provided by the aggregate of the individualized service plans.

The coordinated youth transitional service plans should contain interagency agreements and be negotiated among the major service providers. These agreements, negotiated in the context of the coordinated youth transitional service plan, would represent an implicit sign-off of the major service providers as an indication of their willingness to be guided by and directed in accordance with the plan. Where applicable, the functions of the youth transitional services council could be subsumed by existing organizational structures.

- *The act should provide for the formulation of a coordinated youth transitional services council at the State level.*

A state coordinated youth transitional services council should consist of: a representative of the state agency having responsibility for secondary education programs; a representative of the state agency having responsibility for postsecondary education programs; a representative of the state agency having responsibility for juvenile justice; a representative of the state employment and training council; a representative of the state vocational rehabilitation agency; a representative of the state employment security agency; a representative of the agency having responsibility for statewide economic development; a representative of the state council on quality of education; and a representative of the state advisory council on vocational education.

This council should have responsibility for the review of local coordinated youth transitional services plans. The purpose of this review would be to determine the availability, responsiveness, and adequacy of the transition services provided statewide to disadvantaged youth. Results of their review would be presented as a series of recommendations presented in an annual report. This report on the status of youth transitional services would be submitted to the governor, the state board having jurisdiction over secondary education and the state board having jurisdiction over postsecondary education.

Local coordinated youth transitional service plans would serve as an integrated application for Federal funds under separate legislative authority. State level review and appr[illegible] of local plans is provided for in the Elementary and Secondary Education Act as amended, in the Education of the Handicapped Act as amended and in the Vocational Education Act as amended. Local coordinated youth transitional service plans could be reviewed by the separate state agencies with statutory authority to determine that the various assurances have been provided and that the plans are in compliance with the requirements of the various supportive legislation. Each state agency would be responsible for review and approval of that part of the coordinated youth transitional services plans pertaining to the Federal legislation which they are responsible for administering. As an example, exercise of the review and approval function would require a review of local coordinated youth transitional services plans by educational representatives responsible for compensatory education, basic skills improvement, and youth employment transition services provided under separate authority of the Elementary and Secondary Education Act; a review by special education representation responsible for components funded under authority of the Education for the Handicapped Act; and a review of the vocational education activity proposed to be funded under the Vocational Education Act as amended. Employment and training council representatives would have responsibility for the review of that portion of the coordinated youth transitional employment services plans relating to the allocation of funds provided under CETA.

- *The state coordinated youth transitional services council should have responsibility for the development of a statewide youth transitional services plan.*

The statewide youth transitional services plan would set forth a policy planning and program framework that the State would follow in the provision of leadership, professional development, program supportive and improvement activities and administration and monitoring. Leadership could be defined to include those activities by which the State proposed to provide technical assistance, direction, and guidance to local service providers of transitional services to disadvantaged youth. The professional development activities should include a description of the policies, procedures, and means by which the State proposed to develop a cadre of professionals trained to provide services to disadvantaged youth. Program supportive and improvement activities are programmatic activities to be engaged in at the State level for the purpose of providing support to local program operations. This might well include research and development efforts aimed at improving the quality of transition services offered to disadvantaged youth, exemplary programs designed to test new approaches to the provision of improved transition services, curriculum development efforts oriented to the needs of disadvantaged youth, counseling guidance efforts with special attention to the provision of labor market and occupational information to facilitate career development, special efforts to overcome sex-role stereotyping and programs to deal with the special problems of pregnant teenagers. Administration and monitoring aspects of the plan should focus on the policies and procedures to be used to provide satisfactory assurances that the intent of the supportive Federal legislation would be met, that Federal funds would be used to supplement and where practical increase the level of state and local funding. Assurances should be included that the local plan will not result in duplication of services, that funds will be allocated to local recipients according to designated allocation formulas, and that accountability reports could be provided as required by the appropriate Federal agencies. This plan should also contain the assurances, policies, and procedures by which the state agencies propose to work together cooperatively to ensure an integrative approach to the provision of transition services.

- *State coordinated youth transitional service plans should be jointly submitted to the Department of Education and the Department of Labor for review and approval.*

Consistent with the joint responsibility for the provision of transition services to disadvantaged youth at the local level, joint responsibility should also be mirrored at the Federal level. This could be accomplished by the establishment of a joint review process in which the Departments of Education and Labor would have joint responsibility for reviewing the availability, responsiveness and adequacy of state responses to joint Federal youth initiatives. Each department would have unilateral responsibility through review of those portions of the state coordinated youth transitional services plan that pertained to services offered and financed by funds under that department's jurisdiction.

- *Financing of the integrative approach to provision of transitional employment services to disadvantaged youth would require amendments to existing Federal legislation.*

Financing a comprehensive approach to transitional employment services for disadvantaged youth would require amendments to perhaps four major pieces of Federal legislation. The Elementary and Secondary Education Act of 1965 as amended could be altered in several ways. Titles I and II could be amended to contain provisions authorizing the use of funds for an integrative approach to provision of transition services for disadvantaged youth. A more direct way might be to expand the youth provisions of Title III. This expansion could be accomplished by elaborating upon the mechanisms by which educational services for disadvantaged youth could be coordinated across Federal programs. This alternative is particularly attractive because there is a separate appropriation authorized for youth employment. The Education for the Handicapped Act could be modified to authorize expenditures of funds for disadvantaged youth under the provisions of a coordinated youth transitional services plan. The Vocational Education Act could be amended by adding a new youth title with separate authorization. By so doing, Congress could designate service to disadvantaged youth as a national priority and could give direction to the transitional services to be provided through a listing of said services authorized for support under the Title. The Wagner-Peyser Act could be amended as necessary to provide employment security agencies the needed authority and appropriations to commit resources to an expanded provision of placement and job development services. In each piece of legislation amended, the planning and program framework for enabling local coordinated youth transitional service councils to develop plans for review at the State level should be set forth.

A consistent pattern of Federal funding should be established across all major authorizing Federal legislation. Federal matching requirements should be eliminated with the provision that Federal funds should be used only to pay for the entire excess costs involved in providing coordinated transition services to disadvantaged youth. Allowance of Federal funds to pay the excess costs of services would act as an incentive for the States to respond to Federal priority initiative. Federal funds should be allocated to States and to local agencies involved in provision of employability services to disadvantaged youth on the basis of a formula which contains an estimate of the universe of needs to be served. One such estimate of need might be the number of youth from families below the poverty level or some other equivalent measure of the number of disadvantaged youth to be served in a local service area. The definition of disadvantagement should be standardized across the enabling Federal legislation, thereby ensuring a more coordinated approach to the provision of youth transition and employment services. For purposes of simplicity, it is recommended that disadvantaged be defined on the basis of a financial criterion. By so doing, eligibility would be a function of the characteristic of the youth and would not be complicated by program performance requirements. The stipulation that disadvantaged youth should be mainstreamed to the extent possible should be deleted. Since many of the problems of disadvantaged youth stem from their association with the educational system, a requirement that they be mainstreamed if at all possible conflicts with the provision of alternative educational strategies for serving their needs in a more productive and satisfying manner.

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DEPARTMENT OF EDUCATION

*THE DEPARTMENT OF EDUCATION SHOULD TAKE ALL POSSIBLE ACTION TO ENSURE THE DEVELOPMENT AND IMPLEMENTATION OF A COORDINATIVE AND INTEGRATIVE APPROACH TO MEETING THE EDUCATIONAL NEEDS OF DISADVANTAGED YOUTH.*

- *The Department should support the development of curriculum models that would assist local educational agencies in relating academic/general education to the career and job preparation needs of disadvantaged youth.*

Curriculum models need to be developed which will allow for a staged progression from awareness and exploration to the acquisition of job-specific skills and the development of expertise in job search procedures. These curriculum models would seek to superimpose the vocational emphasis of preparation for work onto a broad career education foundation emphasizing work as the unifying concept and development as the major theme. The previously identified OE occupational clusters could be used as the basis for the development of awareness and exploration. More specific occupational clusters could be devised based on the Standard Occupational Classification system. These curriculum models, once developed and disseminated, could serve as exemplary models guiding the development of local efforts to serve disadvantaged youth.

- *The latest state-of-the-art technology in career and job skills preparation should be documented and disseminated to local educational agencies.*

The state of the art in teaching job-specific skills to disadvantaged youth should be reviewed in an effort to determine what techniques and procedures work best for what disadvantaged groups. The latest advancements in learning theory, motivation, and use of incentives should be examined in an effort to determine what principles would be of greatest value in the design of curriculum materials to facilitate career development and job preparation of disadvantaged youth. The findings together with suggestions for applications should be disseminated to local and state educational agencies. In this manner, the Federal government could play a leadership role in stimulating new and improved methods for imparting career employability and job preparation skills to disadvantaged youth.

- *The Department should seek to identify, document, and promote the adoption of exemplary means of awarding academic credit for job experience.*

Substantial progress has yet to be made in the adoption of innovative procedures for translation of work experience to academic credit. Methods need to be developed for identifying competencies acquired through work experience, for determining the academic equivalent of these competencies and for assessing the extent to which the student has mastered these competencies. Barriers in terms of state laws, school policies, and attitudes should be identified and strategies developed for their alleviation.

- *Alternative strategies for the development of job skills as the capstone of a total career education program should be identified, the achievements evaluated, and the comparative results disseminated.*

Information on alternatives to conventional educational practices for imparting academic, transitional and job-specific skills to the disadvantaged should be comparatively analyzed as to their capabilities to meet the needs of a disadvantaged clientele. Strategies should be assessed in terms of competencies attained, impact achieved, resource costs, and their transportability to other locations.

- *Models for the assessment of the education and training needs of disadvantaged youth should be developed and the efficacy of their use in practice determined.*

Schools are frequently hindered by their lack of expertise in diagnosing the problems encountered by disadvantaged youth in negotiating the transition between education and work. An inventory and evaluation of available diagnostic methods would increase their expertise in identifying and prescribing transitional services to meet these needs.

- *The Department should seek to utilize the CETA coordinators in the States as a diffusion and change network through which improved practices could be disseminated to local education agencies and institutions.*

CETA coordinators in the States represent a ready-made network of contacts that could be easily transformed into an effective force for re-focusing educational effort on disadvantaged youth. CETA coordinators, with a history dating back to MDTA, could function as education change agents with responsibilities of developing coordinative mechanisms at the State level and could function as catalytic agents increasing state responsiveness to the problems of disadvantaged youth. CETA coordinators, backed by technical assistance from the Federal level, could develop an interstate communication network that would promote the rapid dissemination of practices and procedures that have been found to be effective in actual use.

- *The Department should mount an extensive educational and professional development effort to train educational professionals to deal more effectively with the transitional problems of disadvantaged youth.*

Educational professional development efforts should be directed at the teacher training institutions. Incentives should be provided for the development of courses oriented toward education-to-work problems experienced by disadvantaged youth. Particular attention should be paid to those learning strategies that have been proven to be effective in imparting skills to these populations, the particular learning problems experienced by youth and the conditions under which various learning options may be most effective. Emphasis on dealing with disadvantaged youth in teacher training programs would provide a cadre of trained professionals and should have societal payoff in terms of increased responsiveness of the educational system.

In addition to pre-service training in dealing with the problems of the disadvantaged, a network of in-service training resources should be identified and these resources and their availability made known to local and state education agencies and institutions. Regional centers could be established under contract to provide technical assistance including in-service training in much the same way that technical assistance contracts have been let for the provision of technical assistance and training under Title I of the Elementary and Secondary Education Act.

## DEPARTMENT OF LABOR

*THE DEPARTMENT OF LABOR SHOULD ENGAGE IN A SERIES OF INTEGRATED EFFORTS TO IMPROVE THE QUALITY AND EFFICIENCY OF TRANSITIONAL SERVICES PROVIDED TO DISADVANTAGED YOUTH.*

- *The Department should accelerate its program to provide consolidated employment services to disadvantaged youth.*

The lessons learned from the YEDPA experiment, if that experiment is to demonstrate its social effectiveness, must be distilled and the results put quickly into practice.

It would seem that the Consolidated Youth Employment Program is the ideal device for developing model programs to serve the disadvantaged based on the YEDPA experience. This model program should seek extended involvement of the community and should seek to achieve expanded coordination of the client-centered community service providers. It would seem that many of the procedures previously recommended could be incorporated into the model and disseminated to prime sponsors as a means of expanding their options in promoting an integrated service delivery approach to disadvantaged youth. The program should provide for a definitive role for local education agencies and should emphasize their responsibility for the education of all disadvantaged youth.

- *The Department should expand its technical assistance efforts and should concentrate its efforts on new and expanded ways of serving the disadvantaged youth.*

The YEDPA experiment provided an unprecedented pool of experience as to how to approach the problems of disadvantaged youth. Yet the social benefit of this experiment will go largely unnoticed unless these benefits can be translated into programmatic improvements. These programmatic improvements will require increased technical assistance to be provided to local prime sponsors. Provision of such technical assistance and training at the magnitude and intensity required to make a substantial impact will necessitate integration of national and regional offices into a working team. This will require both reallocation of technical assistance responsibilities, development of comprehensive policies, expansion of resources, and the training of personnel. Unless efforts are made to translate YEDPA lessons into operational pragmatics, YEDPA will leave but a legacy of empirical results that will have but passing academic interest.

- *Innovative practices funded under the 1 percent set-asides for coordination should be documented and a clearinghouse established for the dissemination of these approaches.*

States are currently searching for alternative coordination strategies to be considered for adoption. A review and synthesis of coordination alternatives would facilitate the effective use of coordination monies and would eliminate some of the uncertainties and slippages that the States are currently experiencing. Establishment of a clearinghouse for these practices would provide a useful service to the States and could enhance the leadership image of the Department.

- *A review and synthesis of the approaches to development of individualized employment and training plans should be undertaken.*

An examination of the practices and problems encountered in the development of individualized employability and training plans and recommendations for improved procedures to be used in their development would facilitate use by prime sponsors. Based on the assessment of current practice procedures, improvement of the individual planning process could be suggested. These procedures should build upon the accumulated experience of career education and in the preparation of individual education plans as required in the Education for the Handicapped Act. Provision for the inclusion of educational input into the development of employment and training plans should be made and suggested mechanisms for obtaining this coordinated input provided.

- *Technical assistance and training should be provided to prime sponsors and educators on means of improving their coordination of the delivery of services to disadvantaged youth.*

A series of technical assistance contracts should be awarded for the provision of technical assistance and training to promote the incidence of coordination and cooperation between prime sponsors and local education agencies and institutions with special emphasis on the inclusion of vocational education. Regional assistance centers should be established and these centers charged with the responsibility of providing group and individual assistance. Group assistance could be provided through an on-going series of workshops augmented by assistance on an individual basis. Individualized assistance could be provided by a series of teams of resource persons with expertise in the needs of disadvantaged youth and the design and evaluation of programs to serve these specific needs.

- *The Department should engage in a sustained effort to promote a competency-based approach to training of disadvantaged youth.*

The Department should seek to develop a compendium of competencies that could serve as the goals for inclusion in individualized employment and training plans. Competencies could be defined in terms of the performance requirements and the criteria measures to assess the attainment of these requirements. Available instructional materials and curricular resources could be reviewed and matched to these competencies. Description of assessment in terms of criterion-referenced measurements would facilitate assessment. The result would be a catalog of competencies matched with instructional materials that could be used to achieve these strategies and criterion references that could be used to measure the attainment of these competencies. This product should have utility for the prime sponsors in that it would provide guidance and direction in initiating a competency-based approach to the training of disadvantaged youth.

## STATE RESPONSIBILITIES

*THE STATES SHOULD MOVE TO DEVELOP A COMPREHENSIVE PROGRAM FOR THE PROVISION OF EMPLOYMENT-TO-WORK TRANSITION SERVICES FOR DISADVANTAGED YOUTH.*

- *The States should enact legislation that mandates the provision of free and appropriate education to disadvantaged youth as a State priority and appropriate the necessary resources to make this commitment a reality.*

State legislation should establish the mandate for provision of comprehensive education and employment training opportunities for disadvantaged youth. Legislation should mandate the relationships which must be established between all state agencies in order to provide a comprehensive and integrated approach. Goals and responsibilities of state agencies should be specified so as to provide a clear service mandate. Interagency linkage mechanisms should be established and their functions specified. Changes in state finance laws should be made as necessary to ensure that state funds will be targeted to the service of disadvantaged youth and assurances provided that the monies will be expended for the designated purposes.

- *The state administration should adopt policies that assign lead agency responsibility for provision of services to disadvantaged youth.*

By assigning responsibility for the provision of services to disadvantaged youth to specific state agencies, problems of turf-domain can be minimized and chances of duplication of services or contradiction of purposes minimized. Agencies assigned lead responsibility can delegate their responsibility but not their accountability. By making the responsibility and accountability a matter of public record, agencies have a greater incentive to actualize their mandate. Operation and coordination mandated by legislation and enforced through the sanction of administrative authority has a greater chance of achieving tangible results since the impetus for coordination resides in an external source.

- *State boards of education should review their policies and programs to ensure that educational programs are available to meet the education, employment, and training needs of all disadvantaged youth and that no disadvantaged youth are denied access to educational services because of their disadvantagements.*

State educational agencies should review their policies with respect to the provision of educational transitional services to the disadvantaged and should develop operational guidelines for implementation of these policies. Special attention should be given to development of policies that promote awarding of academic credit. These operational procedures should provide for the integration of all aspects of academic/general/special/vocational education. State educational agencies should move with vigor to ensure that these operational policies are enacted at the local level. The CETA coordinators should be assigned specific responsibilities for coordination with on-going statewide CETA activities and for working in close cooperation with the balance-of-state sponsor and other agencies in the provision of technical assistance to local education agencies and institutions regarding coordination with prime sponsors.

## LOCAL EDUCATION AGENCIES AND PRIME SPONSORS

*LOCAL EDUCATION AGENCIES AND PRIME SPONSORS SHOULD ENGAGE IN A SPIRIT OF MUTUAL COOPERATION AND COORDINATION DIRECTED TOWARD THE PROVISION OF IMPROVED EDUCATION AND EMPLOYMENT AND TRAINING ACTIVITIES FOR DISADVANTAGED YOUTH.*

The specifics of how this coordination will be achieved will depend upon the uniqueness of local situations. Procedures to be followed in initiating and maintaining coordination can, however, be suggested. The development of these procedures and guidelines are beyond the purpose of this report. The guidelines for coordination produced as a subsequent product of this project will address this purpose.

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# APPENDIX

# INDICES

# I-10[1]

## PROGRAMS CLASSIFIED BY MAJOR FUNDING SOURCE(S)[1]

### CETA Title I

| | Page |
|---|---|
| Cortez, CO | II-303 |

### CETA Title II

| | |
|---|---|
| Colorado Springs, CO | II- 35 |
| Salt Lake City, UT | II-266 |
| Sandston, VA | II-280 |

### CETA Title IIA 6%

| | |
|---|---|
| Montgomery, AL | II- 9 |
| Tucson, AZ | II- 21 |
| Little Rock, AR | II- 25 |
| Denver, CO | II-305 |
| Machias, ME | II-309 |
| Tyngsboro, MA | II-312 |
| Sikeston, MO | II-157 |
| Las Vegas, NV | II-174 |
| Provo, UT | II-315 |
| Salt Lake City, UT | II-318 |

### CETA Title IIA 4%

| | |
|---|---|
| Montgomery, AL | II- 9 |
| Denver, CO | II-305 |

### CETA Title IIA 1%

| | |
|---|---|
| Montgomery, AL | II- 9 |
| Thatcher, AZ | II-298 |
| Denver, CO | II-305 |
| St. Paul, MN | II-145 |
| Salt Lake City, UT | II-318 |

### CETA Title IIB

| | |
|---|---|
| Gadsden, AL | II- 6 |
| Montgomery, AL | II- 9 |
| Machias, ME | II-309 |
| Traverse City, MI | II-136 |
| Las Vegas, NV | II-174 |
| Portland, OR | II-215 |
| Provo, UT | II-315 |
| Spokane, WA | II-321 |
| Spooner, WI | II-324 |

### CETA Title IID

| | |
|---|---|
| Gadsden, AL | II- 6 |
| Montgomery, AL | II- 9 |

### CETA Title III

| | |
|---|---|
| Cortez, CO | II-303 |

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| | |
|---|---|
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| Lawrenceville, GA | II- 57 |
| Chicago, IL | II- 66 |
| Philadelphia, PA | II-227 |
| Philadelphia, PA | II-230 |

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| | |
|---|---|
| Gadsden, AL | II- 6 |
| Montgomery, AL | II- 9 |
| Flagstaff, AZ | II- 12 |

### CETA Title IV YETP (continued)

| | Page |
|---|---|
| Kingman, AZ | II- 15 |
| Phoenix, AZ | II- 18 |
| Little Rock, AR | II- 25 |
| Placentia, CA | II- 29 |
| San Bruno, CA | II- 31 |
| Colorado Springs, CO | II- 35 |
| Denver, CO | II- 42 |
| Hartford, CT | II- 45 |
| Wilmington, DE | II- 49 |
| Washington, DC | II- 52 |
| Sanford, FL | II- 54 |
| Bloomington, IL | II- 63 |
| Evanston, IL | II- 69 |
| Ottawa, IL | II- 71 |
| Springfield, IL | II- 74 |
| Sycamore, IL | II- 76 |
| Urbana, IL | II- 78 |
| Evansville, IN | II- 80 |
| Indianapolis, IN | II- 83 |
| New Albany, IN | II- 85 |
| New Castle, IN | II- 88 |
| Cedar Rapids, IA | II- 91 |
| Clear Lake, IA | II- 93 |
| Keokuk, IA | II- 96 |
| Ottumwa, IA | II- 99 |
| Wichita, KS | II-102 |
| Bowling Green, KY | II-106 |
| Jena, LA | II-109 |
| Oberlin, LA | II-112 |
| Baltimore, MD | II-114 |
| Denton, MD | II-118 |
| Hagerstown, MD | II-121 |
| Rockville, MD | II-123 |
| Boston, MA | II-127 |
| Flint, MI | II-130 |
| Holland, MI | II-133 |
| Traverse City, MI | II-136 |
| Minneapolis, MN | II-139 |
| Rod Wing, MN | II-142 |
| St. Paul, MN | II-145 |
| St. Paul, MN | II-147 |
| Cape Girardeau, MO | II-152 |
| Columbia, MO | II-154 |
| Sikeston, MO | II-157 |
| Grand Island, NE | II-160 |
| Ralston, NE | II-170 |
| Las Vegas, NV | II-174 |
| Albuquerque, NM | II-181 |
| Santa Fe, NM | II-185 |
| Eden, NY | II-188 |
| New York, NY | II-191 |
| Charlotte, NC | II-198 |
| Raleigh, NC | II-201 |
| Devil's Lake, ND | II-204 |
| Bellefontaine, OH | II-207 |
| Columbus, OH | II-210 |
| Springfield, OH | II-212 |
| Portland, OR | II-215 |
| Allegheny County, PA | II-218 |
| Leesport, PA | II-224 |
| Erie, PA | II-221 |
| Pittsburgh, PA | II-232 |
| Providence, RI | II-236 |

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[1] Those programs having multiple funding sources are listed under each appropriate source heading.

CETA Title IV YETP (continued)

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Pendleton, SC II-242
Spartanburg, SC II-245
Pierre, SC II-247
Morristown, TN II-250
Nashville, TN II-253
Dallas, TX II-256
Palacios, TX II-259
San Saba, TX II-263
Salt Lake City, UT II-266
Danbey, VT II-269
Montpelier, VT II-275
Norfolk, VA II-277
Sandston, VA II-280
Spokane, WA II-286
Spokane, WA II-321
Fairmont, WV II-292
Shell Lake, WI II-295

CETA Title IV YCCIP

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Columbia, MO II-154
Plattsmouth, NE II-167
Erie, PA II-221
Salt Lake City, UT II-266
Montpelier, VT II-275
Tacoma, WA II-289

CETA Title IV YIEPP

Denver, CO II- 38
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CETA Title IV SPEDY (SYEP)

Tucson, AZ II- 21
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LOCAL EDUCATION AGENCY,

SOCIAL SECURITY ACT. Title XX,

STATE DEPARTMENT OF COMMERCE,

STATE DEPARTMENT OF LABOR,

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COMMUNITY BASED ORGANIZATION

Charlotte, NC II-198

ELEMENTARY AND SECONDARY EDUCATION ACT (ESEA)

St. Paul, MN II-145

HOUSING AND URBAN DEVELOPMENT

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Portland, OR II-215

PRIVATE SECTOR

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Philadelphia, PA II-328

STATE CAREER EDUCATION ACT

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## PROGRAMS CLASSIFIED BY MAJOR[1] TARGET GROUPS SERVED

| AGES 14 and 15 | Page |
|---|---|
| Tucson, AZ | II- 21 |
| Denver, CO | II-305 |
| Chicago, IL | II- 66 |
| Hagerstown, MD | II-121 |
| Holland, MI | II-133 |
| Traverse City, MI | II-136 |
| Minneapolis, MN | II-139 |
| Booneville, MS | II-150 |
| Manchester, NH | II-177 |
| New York, NY | II-191 |
| Westbury, NY | II-195 |
| Devil's Lake, ND | II-204 |
| Leesport, PA | II-224 |
| Salt Lake City, UT | II-226 |

| DROPOUTS | |
|---|---|
| Gadsden, AL | II- 6 |
| Montgomery, AL | II- 9 |
| Phoenix, AZ | II- 18 |
| Denver, CO | II- 38 |
| Denver, CO | II- 42 |
| Hartford, CT | II- 45 |
| Sanford, FL | II- 54 |
| American Falls, ID | II- 60 |
| Springfield, IL | II- 74 |
| New Albany, IN | II- 85 |
| Keokuk, IA | II- 96 |
| Wichita, KS | II-102 |
| Bowling Green, KY | II-106 |
| Jena, LA | II-109 |
| Machias, ME | II-309 |
| Baltimore, MD | II-114 |
| Boston, MA | II-127 |
| Tyngsboro, MA | II-312 |
| Traverse City, MI | II-136 |
| Red Wing, MN | II-142 |
| Cape Girardeau, MO | II-152 |
| Sikeston, MO | II-157 |
| Grand Island, NE | II-160 |
| Charlotte, NC | II-198 |
| Portland, OR | II-215 |
| Erie, PA | II-221 |
| Columbia, SC | II-239 |
| Pendleton, SC | II-242 |
| Spartanburg, SC | II-245 |
| Palacios, TX | II-259 |
| Sandston, VA | II-280 |
| Spokane, WA | II-321 |
| Tacoma, WA | II-289 |
| Fairmont, WV | II-292 |
| Shell Lake, WI | II-295 |

| HANDICAPPED | |
|---|---|
| Kingman, AZ | II- 15 |
| Wilmington, DE | II- 49 |
| Wichita, KS | II-102 |
| Denton, MD | II-118 |
| Ralston, NE | II-180 |
| Eden, NY | II-188 |
| Allegheny County, PA | II-218 |
| Morristown, TN | II-250 |
| Danbey, VT | II-269 |
| Spokane, WA | II-286 |

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|---|---|
| San Bruno, CA | II- 31 |
| Cortez, CO | II-303 |
| Denver, CO | II-305 |
| Wilmington, DE | II- 49 |
| Machias, ME | II-309 |
| Minneapolis, MN | II-139 |

| OFFENDERS | |
|---|---|
| Wilmington, DE | II- 49 |
| Cedar Rapids, IA | II- 91 |
| Minneapolis, MN | II-139 |
| Grand Island, NE | II-160 |
| Las Vegas, NV | II-174 |
| Allegheny County, PA | II-218 |
| Columbia, SC | II-239 |
| Danbey, VT | II-269 |
| Norfolk, VA | II-277 |

| POTENTIAL DROPOUTS | |
|---|---|
| Lawrenceville, GA | II- 57 |
| Bloomington, IL | II- 63 |
| Clear Lake, IA | II- 93 |
| Keokuk, IA | II- 96 |
| Boston, MA | II-127 |
| Holland, MI | II-133 |
| Plattsmouth, NE | II-167 |
| Philadelphia, PA | II-227 |
| Philadelphia, PA | II-328 |
| Pittsburgh, PA | II-232 |
| Provo, UT | II-315 |
| East Montpelier, VT | II-272 |
| Sandston, VA | II-280 |

| PREGNANT TEENS | |
|---|---|
| Holland, MI | II-133 |
| Grand Island, NE | II-160 |
| Albuquerque, NM | II-181 |

| SPECIAL NEEDS | |
|---|---|
| Kingman, AZ | II- 15 |
| Holland, MI | II-133 |
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| SUSPENDED STUDENTS | |
|---|---|
| Cape Girardeau, MO | II-152 |

| TEENAGE PARENTS | |
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| Minneapolis, MN | II-139 |
| Grand Island, NE | II-160 |
| Albuquerque, NM | II-181 |
| Philadelphia, PA | II-230 |
| Norfolk, VA | II-277 |

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[1] The target groups listed are those receiving special program efforts or focus. The listing is NOT intended to imply that program enrollment consists solely of the designated groups.

# URBAN/RURAL DESIGNATION OF PROGRAM LOCATIONS[1]

## URBAN

| | Page |
|---|---|
| Birmingham, AL | II- 3 |
| Montgomery, AL | II- 9 |
| Flagstaff, AZ | II- 12 |
| Kingman, AZ | II- 15 |
| Phoenix, AZ | II- 18 |
| Tucson, AZ | II- 21 |
| Little Rock, AR | II- 25 |
| San Bruno, CA | II- 31 |
| Colorado Springs, CO | II- 35 |
| Denver, CO | II- 38 |
| Denver, CO | II- 42 |
| Denver, CO | II-305 |
| Hartford, CT | II- 45 |
| Wilmington, DE | II- 49 |
| Washington, DC | II- 52 |
| Bloomington, IL | II- 63 |
| Chicago, IL | II- 66 |
| Evanston, IL | II- 69 |
| Springfield, IL | II- 74 |
| Evansville, IN | II- 80 |
| Indianapolis, IN | II- 83 |
| New Albany, IN | II- 85 |
| New Castle, IN | II- 88 |
| Cedar Rapids, IA | II- 91 |
| Wichita, KS | II-102 |
| Bowling Green, KY | II-106 |
| Baltimore, MD | II-114 |
| Hagerstown, MD | II-121 |
| Rockville, MD | II-123 |
| Boston, MA | II-127 |
| Flint, MI | II-130 |
| Minneapolis, MN | II-139 |
| St. Paul, MN | II-145 |
| St. Paul, MN | II-147 |
| Grand Island, NE | II-160 |
| Lincoln, NE | II-164 |
| Ralston, NE | II-170 |
| Las Vegas, NV | II-174 |
| Manchester, NH | II-177 |
| Albuquerque, NM | II-181 |
| Santa Fe, NM | II-185 |
| New York, NY | II-191 |
| Charlotte, NC | II-198 |
| Columbus, OH | II-210 |
| Springfield, OH | II-212 |
| Portland, OR | II-215 |
| Leesport, PA | II-224 |
| Philadelphia, PA | II-227 |
| Philadelphia, PA | II-230 |
| Philadelphia, PA | II-331 |
| Pittsburgh, PA | II-232 |
| Providence, RI | II-236 |
| Nashville, TN | II-253 |
| Dallas, TX | II-256 |
| Palacios, TX | II-259 |
| Norfolk, VA | II-277 |
| Spokane, WA | II-283 |
| Spokane, WA | II-286 |
| Tacoma, WA | II-289 |

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| | Page |
|---|---|
| Gadsden, AL | II- 6 |
| Montgomery, AL | II- 9 |
| Kingman, AZ | II- 15 |
| Thatcher, AZ | II-298 |
| Tucson, AZ | II- 21 |
| Little Rock, AR | II- 25 |
| Denver, CO | II-305 |
| Sanford, FL | II- 54 |
| Lawrenceville, GA | II- 57 |
| American Falls, ID | II- 60 |
| Ottawa, IL | II- 71 |
| Sycamore, IL | II- 76 |
| Urbana, IL | II- 78 |
| Indianapolis, IN | II- 83 |
| New Albany, IN | II- 85 |
| New Castle, IN | II- 88 |
| Clear Lake, IA | II- 93 |
| Keokuk, IA | II- 96 |
| Bowling Green, KY | II-106 |
| Jena, LA | II-109 |
| Oberlin, LA | II-112 |
| Denton, MD | II-118 |
| Hagerstown, MD | II-121 |
| Rockville, MD | II-123 |
| Tyngsboro, MA | II-312 |
| Holland, MI | II-133 |
| Red Wing, MN | II-142 |
| St. Paul, MN | II-145 |
| Booneville, MS | II-150 |
| Sikeston, MO | II-157 |
| Plattsmouth, NE | II-167 |
| Ralston, NE | II-170 |
| Manchester, NH | II-177 |
| Santa Fe, NM | II-185 |
| Eden, NY | II-188 |
| Devil's Lake, ND | II-204 |
| Bellefontaine, OH | II-207 |
| Erie, PA | II-221 |
| Leesport, PA | II-224 |
| Columbia, SC | II-239 |
| Pendleton, SC | II-242 |
| Spartanburg, SC | II-245 |
| Pierre, SD | II-247 |
| Nashville, TN | II-253 |
| Palacios, TX | II-259 |
| San Saba, TX | II-263 |
| Danbey, VT | II-269 |
| East Monpelier, VT | II-272 |
| Montpelier, VT | II-275 |
| Spokane, WA | II-286 |
| Fairmont, WV | II-292 |
| Spooner, WI | II-324 |

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[1] As determined by 1970 Census population figures of cities within the geographic service area of the program. Programs serving youth in urban and rural areas are listed in both categories.

Urban = Over 50,000 population
Rural = Under 50,000 population

## PROGRAMS CLASSIFIED BY PRIME SPONSOR TYPES[1]

### CITY

| | Page |
|---|---|
| Phoenix, AZ | II- 18 |
| Denver, CO | II- 38 |
| Denver, CO | II- 42 |
| Denver, CO | II-305 |
| Hartford, CT | II- 45 |
| Wilmington, DE | II- 49 |
| District of Columbia | II- 52 |
| Chicago, IL | II- 66 |
| Wichita, KS | II-102 |
| Boston, MA | II-127 |
| Minneapolis, MN | II-139 |
| St. Paul, MN | II-145 |
| St. Paul, MN | II-147 |
| Lincoln, NE | II-164 |
| Ralston, NE | II-170 |
| New York, NY | II-191 |
| Charlotte, NC | II-198 |
| Portland, OR | II-215 |
| Philadelphia, PA | II-227 |
| Philadelphia, PA | II-230 |
| Pittsburgh, PA | II-232 |
| Providence, RI | II-236 |
| Dallas, TX | II-256 |
| Tacoma, WA | II-289 |

### COUNTY

| | |
|---|---|
| Montgomery, AL | II- 9 |
| San Bruno, CA | II- 31 |
| Denver, CO | II-305 |
| Wilmington, DE | II- 49 |
| Sanford, FL | II- 54 |
| Lawrenceville, GA | II- 57 |
| Bloomington, IL | II- 63 |
| Evanston, IL | II- 69 |
| Ottawa, IL | II- 71 |
| Rockville, MD | II-123 |
| Holland, MI | II-133 |
| St. Paul, MN | II-145 |
| Manchester NH | II-177 |
| Westbury, NY | II-195 |
| Springfield, OH | II-212 |
| Allegheny County, PA | II-218 |
| Erie, PA | II-221 |
| Leesport, PA | II-224 |

### CONSORTIUM

| | |
|---|---|
| Birmingham, AL | II- 3 |
| Montgomery, AL | II- 9 |
| Tucson, AZ | II- 21 |
| Placentia, CA | II- 29 |
| Colorado Springs, CO | II- 35 |
| Denver, CO | II-305 |
| Springfield, IL | II- 74 |
| Sycamore, IL | II- 76 |
| Urbana, IL | II- 78 |
| Evansville, IN | II- 80 |
| Cedar Rapids, IA | II- 91 |
| Machias, ME | II-309 |
| Baltimore, MD | II-114 |
| Hagerstown, MD | II-121 |
| Tyngsboro, MA | II-312 |
| Flint, MI | II-130 |
| Traverse City, MI | II-136 |
| St. Paul, MN | II-145 |
| Las Vegas, NV | II-174 |
| Albuquerque, NM | II-181 |
| Eden, NY | II-188 |
| Westbury, NY | II-195 |
| Columbus, OH | II-210 |
| Palacios, TX | II-259 |
| San Saba, TX | II-263 |
| Norfolk, VA | II-277 |

### CONSORTIUM (continued)

| | Page |
|---|---|
| Sandston, VA | II-280 |
| Spokane, WA | II-283 |
| Spokane, WA | II-286 |
| Spokane, WA | II-321 |

### STATEWIDE CONSORTIUM

| | |
|---|---|
| American Falls, ID | II- 60 |
| Devil's Lake, ND | II-204 |
| Pendleton, SC | II-242 |
| Spartanburg, SC | II-245 |
| Pierre, SD | II-247 |
| Danbey, VT | II-269 |
| East Montpelier, VT | II-272 |
| Montpelier, VT | II-275 |
| Fairmont, WV | II-292 |

### BALANCE OF STATE

| | |
|---|---|
| Gadsden, AL | II- 6 |
| Montgomery, AL | II- 9 |
| Flagstaff, AZ | II- 12 |
| Kingman, AZ | II- 15 |
| Thatcher, AZ | II-298 |
| Little Rock, AR | II- 25 |
| Denver, CO | II-305 |
| Hartford, CT | II- 45 |
| Indianapolis, IN | II- 83 |
| New Albany, IN | II- 85 |
| New Castle, IN | II- 88 |
| Clear Lake, IA | II- 93 |
| Keokuk, IA | II- 96 |
| Ottumwa, IA | II- 99 |
| Jena, LA | II-109 |
| Oberlin, LA | II-112 |
| Denton, MD | II-118 |
| Red Wing, MN | II-142 |
| St. Paul, MN | II-145 |
| Booneville, MS | II-150 |
| Cape Girardeau, MO | II-152 |
| Columbia, MO | II-154 |
| Sikeston, MO | II-157 |
| Grand Island, NE | II-160 |
| Plattsmouth, NE | II-167 |
| Albuquerque, NM | II-181 |
| Santa Fe, NM | II-185 |
| Raleigh, NC | II-201 |
| Bellefontaine, OH | II-207 |
| Morristown, TN | II-250 |
| Nashville, TN | II-253 |

### GOVERNOR'S OFFICE

| | |
|---|---|
| Bowling Green, KY | II-106 |
| Philadelphia, PA | II-207 |
| Columbia, SC | II-239 |
| Provo, UT | II-315 |
| Salt Lake City, UT | II-266 |
| Salt Lake City, UT | II-318 |

### CONCENTRATED EMPLOYMENT PROGRAM

| | |
|---|---|
| Shell Lake, WI | II-295 |
| Spooner, WI | II-324 |

### UTE INDIAN TRIBE

| | |
|---|---|
| Cortez, CO | II-303 |

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[1] As listed in the Federal Register, Friday, December 29, 1978, Part II. Programs involving more than one prime sponsor are listed under each applicable classification.

# PROGRAMS CLASSIFIED BY LOCATION IN FEDERAL (DHEW)[1] REGION

**REGION I**

| | Page |
|---|---|
| Hartford, CT | II- 45 |
| Machias, ME | II-309 |
| Boston, MA | II-127 |
| Tyngsboro, MA | II-312 |
| Manchester, NH | II-177 |
| Providence, RI | II-236 |
| Danbey, VT | II-269 |
| East Montpelier, VT | II-272 |
| Montpelier, VT | II-275 |

**REGION II**

| | |
|---|---|
| Eden, NY | II-188 |
| New York, NY | II-191 |
| Westbury, NY | II-195 |

**REGION III**

| | |
|---|---|
| Wilmington, DE | II- 49 |
| Washington, DC | II- 52 |
| Baltimore, MD | II-114 |
| Denton, MD | II-118 |
| Hagerstown, MD | II-121 |
| Rockville, MD | II-123 |
| Allegheny County, PA | II-218 |
| Leesport, PA | II-224 |
| Erie, PA | II-221 |
| Philadelphia, PA | II-227 |
| Philadelphia, PA | II-230 |
| Philadelphia, PA | II-328 |
| Philadelphia, PA | II-331 |
| Pittsburgh, PA | II-232 |
| Norfolk, VA | II-277 |
| Sandston, VA | II-280 |
| Fairmont, WV | II-292 |

**REGION IV**

| | |
|---|---|
| Birmingham, AL | II- 3 |
| Gadsden, AL | II- 6 |
| Montgomery, AL | II- 9 |
| Sanford, FL | II- 54 |
| Lawrenceville, GA | II- 57 |
| Bowling Green, KY | II-106 |
| Booneville, MS | II-150 |
| Charlotte, NC | II-198 |
| Raleigh, NC | II-201 |
| Columbia, SC | II-239 |
| Pendleton, SC | II-242 |
| Spartanburg, SC | II-245 |
| Morristown, TN | II-250 |
| Nashville, TN | II-253 |

**REGION V**

| | |
|---|---|
| Bloomington, IL | II- 63 |
| Chicago, IL | II- 66 |
| Evanston, IL | II- 69 |
| Ottawa, IL | II- 71 |
| Springfield, IL | II- 74 |
| Sycamore, IL | II- 76 |
| Urbana, IL | II- 78 |
| Evansville, IN | II- 80 |
| Indianapolis, IN | II- 83 |
| New Albany, IN | II- 85 |
| New Castle, IN | II- 88 |
| Flint, MI | II-130 |
| Holland, MI | II-133 |
| Traverse City, MI | II-136 |

**REGION V (cont)**

| | Page |
|---|---|
| Minneapolis, MN | II-139 |
| Red Wing, MN | II-142 |
| St. Paul, MN | II-145 |
| St. Paul, MN | II-147 |
| Bellfontaine, OH | II-207 |
| Columbus, OH | II-210 |
| Springfield, OH | II-212 |
| Shell Lake, WI | II-295 |
| Spooner, WI | II-324 |

**REGION VI**

| | |
|---|---|
| Little Rock, AR | II- 25 |
| Jena, LA | II-109 |
| Oberlin, LA | II-112 |
| Albuquerque, NM | II-181 |
| Santa Fe, NM | II-185 |
| Dallas, TX | II-256 |
| Palacios, TX | II-259 |
| San Saba, TX | II-263 |

**REGION VII**

| | |
|---|---|
| Cedar Rapids, IA | II- 91 |
| Clear Lake, IA | II- 93 |
| Keokuk, IA | II- 96 |
| Ottumwa, IA | II- 99 |
| Wichita, KS | II-102 |
| Cape Girardeau, MO | II-152 |
| Columbia, MO | II-154 |
| Sikeston, MO | II-157 |
| Grand Island, NE | II-160 |
| Lincoln, NE | II-164 |
| Plattsmouth, NE | II-167 |
| Ralston, NE | II-170 |

**REGION VIII**

| | |
|---|---|
| Colorado Springs, CO | II- 35 |
| Cortez, CO | II-303 |
| Denver, CO | II- 38 |
| Denver, CO | II- 42 |
| Denver, CO | II-305 |
| Devil's Lake, ND | II-204 |
| Pierre, SD | II-247 |
| Provo, UT | II-315 |
| Salt Lake City, UT | II-266 |
| Salt Lake City, UT | II-318 |

**REGION IX**

| | |
|---|---|
| Flagstaff, AZ | II- 12 |
| Kingman, AZ | II- 15 |
| Phoenix, AZ | II- 18 |
| Thatcher, AZ | II-298 |
| Tucson, AZ | II- 21 |
| Los Angeles, CA | II-301 |
| Placentia, CA | II- 29 |
| San Bruno, CA | II- 31 |
| Las Vegas, NV | II-174 |

**REGION X**

| | |
|---|---|
| American Falls, ID | II- 60 |
| Portland, OR | II-215 |
| Spokane, WA | II-283 |
| Spokane, WA | II-286 |
| Spokane, WA | II-321 |
| Tacoma, WA | II-289 |

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[1] Department of Health, Education, and Welfare Regions.

## PROGRAMS CLASSIFIED BY EDUCATIONAL AGENCY [1]

### LOCAL EDUCATIONAL AGENCY

| | |
|---|---|
| Birmingham, AL | II- 3 |
| Kingman, AZ | II- 15 |
| Phoenix, AZ | II- 18 |
| Los Angeles, CA | II-301 |
| Placentia, CA | II- 29 |
| San Bruno, CA | II- 31 |
| Denver, CO | II- 38 |
| Denver, CO | II- 42 |
| Hartford, CT | II- 45 |
| Wilmington, DE | II- 49 |
| Washington, DC | II- 52 |
| Lawrenceville, GA | II- 57 |
| American Falls, ID | II- 60 |
| Bloomington, IL | II- 63 |
| Chicago, IL | II- 66 |
| Evanston, IL | II- 69 |
| Ottawa, IL | II- 71 |
| Springfield, IL | II- 74 |
| Sycamore, IL | II- 76 |
| Urbana, IL | II- 78 |
| Evansville, IN | II- 80 |
| Cedar Rapids, IA | II- 91 |
| Keokuk, IA | II- 96 |
| Wichita, KS | II-102 |
| Jena, LA | II-109 |
| Oberlin, LA | II-112 |
| Baltimore, MD | II-114 |
| Denton, MD | II-118 |
| Hagerstown, MD | II-121 |
| Rockville, MD | II-123 |
| Boston, MA | II-127 |
| Flint, MI | II-130 |
| Holland, MI | II-131 |
| Minneapolis, MN | II-139 |
| Red Wing, MN | II-142 |
| St. Paul, MN | II-147 |
| Cape Girardeau, MO | II-152 |
| Sikeston, MO | II-157 |
| Grand Island, NE | II-160 |
| Lincoln, NE | II-164 |
| Plattsmouth, NE | II-167 |
| Ralston, NE | II-170 |
| Las Vegas, NV | II-174 |
| Albuquerque, NM | II-181 |
| New York, NY | II-191 |
| Bellfontaine, OH | II-207 |
| Columbus, OH | II-210 |
| Springfield, OH | II-212 |
| Portland, OR | II-215 |
| Philadelphia, PA | II-227 |
| Philadelphia, PA | II-331 |
| Philadelphia, PA | II-328 |
| Pittsburgh, PA | II-232 |
| Providence, RI | II-236 |
| Dallas, TX | II-256 |
| Palacios, TX | II-259 |
| Norfolk, VA | II-277 |
| Sandston, VA | II-280 |
| Spokane, WA | II-283 |
| Fairmont, WV | II-293 |
| Spooner, WI | II-324 |

### STATE EDUCATIONAL AGENCY

| | |
|---|---|
| Montgomery, AL | II- 9 |
| Tucson, AZ | II- 21 |
| Little Rock, AR | II- 25 |
| Denver, CO | II-305 |
| Indianapolis, IN | II- 83 |
| New Albany, IN | II- 85 |
| New Castle, IN | II- 88 |
| Bowling Green, KY | II-106 |
| Machias, ME | II-309 |
| St. Paul, MN | II-147 |
| Santa Fe, NM | II-185 |
| Raleigh, NC | II-201 |
| Devil's Lake, ND | II-204 |
| Columbia, SC | II-239 |
| Pierre, SD | II-247 |
| Morristown, TN | II-250 |
| Nashville, TN | II-253 |
| Salt Lake City, UT | II-318 |
| Salt Lake City, UT | II-266 |
| Danbey, VT | II-269 |
| East Montpelier, VT | II-272 |
| Montpelier, VT | II-275 |

### REGIONAL EDUCATIONAL SERVICE AGENCY

| | |
|---|---|
| Flagstaff, AZ | II- 12 |
| Thatcher, AZ | II-298 |
| Clear Lake, IA | II- 93 |
| Ottumwa, IA | II- 99 |
| Traverse City, MI | II-136 |
| Eden, NY | II-188 |
| Westbury, NY | II-195 |
| Allegheny County, PA | II-218 |
| Erie, PA | II-221 |
| Leesport, PA | II-224 |
| Spokane, WA | II-286 |

### POSTSECONDARY EDUCATIONAL INSTITUTION

| | |
|---|---|
| Gadsden, AL | II- 6 |
| Colorado Springs, CO | II- 35 |
| Sanford, FL | II- 54 |
| Wichita, KS | II-102 |
| Booneville, MS | II-150 |
| Columbia, MO | II-154 |
| Charlotte, NC | II-198 |

### AREA VOCATIONAL SCHOOL

| | |
|---|---|
| Cortez, CO | II-303 |
| Tyngsboro, MA | II-312 |

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[1] Denotes educational agency involved in administration of the program. The term 'local educational agency' also refers to programs administered by multiple LEAs.

## PROGRAMS CLASSIFIED BY EDUCATIONAL FACILITY TYPE [1]

### HIGH SCHOOL

| | |
|---|---|
| Birmingham, AL | II- 3 |
| Flagstaff, AZ | II- 12 |
| Kingman, AZ | II- 15 |
| Phoenix, AZ | II- 18 |
| Tucson, AZ | II- 21 |
| Little Rock, AR | II- 25 |
| Placentia, CA | II- 29 |
| San Bruno, CA | II- 31 |
| Denver, CO | II- 38 |
| Wilmington, DE | II- 49 |
| Washington, DC | II- 52 |
| Lawrenceville, GA | II- 57 |
| American Falls, ID | II- 60 |
| Chicago, IL | II- 66 |
| Evanston, IL | II- 69 |
| Ottawa, IL | II- 71 |
| Sycamore, IL | II- 76 |
| Urbana, IL | II- 78 |
| Evansville, IN | II- 80 |
| Indianapolis, IN | II- 83 |
| New Albany, IN | II- 85 |
| Clear Lake, IA | II- 93 |
| Keokuk, IA | II- 96 |
| Ottumwa, IA | II- 99 |
| Jena, LA | II-109 |
| Oberlin, LA | II-112 |
| Denton, MD | II-118 |
| Rockville, MD | II-123 |
| Flint, MI | II-130 |
| Holland, MI | II-133 |
| Traverse City, MI | II-136 |
| Minneapolis, MN | II-139 |
| Lincoln, NE | II-164 |
| Plattsmouth, NE | II-167 |
| Ralston, NE | II-170 |
| Las Vegas, NV | II-174 |
| Albuquerque, NM | II-181 |
| Santa Fe, NM | II-185 |
| Eden, NY | II-188 |
| New York, NY | II-191 |
| Raleigh, NC | II-201 |
| Bellefontaine, OH | II-207 |
| Columbus, OH | II-210 |
| Allegheny County, PA | II-218 |
| Philadelphia, PA | II-227 |
| Philadelphia, PA | II-328 |
| Pittsburgh, PA | II-232 |
| Providence, RI | II-236 |
| Pierre, SD | II-247 |
| Nashville, TN | II-253 |
| Palacios, TX | II-259 |
| Provo, UT | II-315 |
| Salt Lake City, UT | II-266 |
| Danbey, VT | II-269 |
| East Montpelier, VT | II-272 |
| Sandston, VA | II-280 |
| Spokane, WA | II-283 |
| Spokane, WA | II-286 |

### JUNIOR HIGH SCHOOL

| | |
|---|---|
| Denver, CO | II- 42 |
| New Albany, IN | II- 85 |
| Holland, MI | II-133 |
| New York, NY | II-191 |
| Allegheny County, PA | II-218 |

### COMMUNITY COLLEGE

| | |
|---|---|
| Thatcher, AZ | II-298 |
| Tucson, AZ | II- 21 |
| Colorado Springs, CO | II- 35 |
| Denver, CO | II-305 |
| Sanford, FL | II- 54 |
| Ottumwa, IA | II- 99 |
| Baltimore, MD | II-114 |
| Grand Island, NE | II-160 |
| Charlotte, NC | II-198 |
| San Saba, TX | II-263 |
| Spokane, WA | II-283 |
| Spokane, WA | II-321 |
| Spokane, WA | II-286 |

### JUNIOR COLLEGE

| | |
|---|---|
| Gadsden, AL | II- 6 |
| Booneville, MS | II-150 |

### AREA VOCATIONAL TECHNICAL INSTITUTE/COLLEGE

| | |
|---|---|
| Jena, LA | II-109 |
| Machias, ME | II-309 |
| Red Wing, MN | II-142 |
| Columbus, OH | II-210 |
| Pendleton, SC | II-242 |
| Spartanburg, SC | II-245 |
| Provo, UT | II-315 |
| Tacoma, WA | II-289 |
| Shell Lake, WI | II-295 |
| Spooner, WI | II-324 |

### AREA VOCATIONAL TECHNICAL SCHOOL

| | |
|---|---|
| Little Rock, AR | II- 25 |
| New Castle, IN | II- 88 |
| Oberlin, LA | II-112 |
| Baltimore, MD | II-114 |
| Tyngsboro, MA | II-312 |
| Cape Girardeau, MO | II-152 |
| Bellfontaine, OH | II-207 |
| Erie, PA | II-221 |
| Leesport, PA | II-224 |
| Philadelphia, PA | II-227 |
| Providence, RI | II-236 |

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[1] Programs serving youth through more than one type of educational facility are listed under each appropriate category. Programs not involved in direct services to youth or through an educational facility are omitted. The term 'Alternative School' includes alternative programs operated at more than one location.

## PROGRAMS CLASSIFIED BY EDUCATIONAL FACILITY TYPE [1]

### AREA VOCATIONAL TECHNICAL CENTER

| | |
|---|---|
| Wilmington, DE | II- 49 |
| Bloomington, IL | II- 63 |
| Springfield, IL | II- 74 |
| New Albany, IN | II- 85 |
| Hagerstown, MD | II-121 |
| Traverse City, MI | II-136 |
| Las Vegas, NV | II-174 |
| Westbury, NY | II-195 |
| Devil's Lake, ND | II-204 |
| Columbia, SC | II-239 |

### SKILLS CENTER

| | |
|---|---|
| Gadsden, AL | II- 6 |
| Montgomery, AL | II- 9 |
| Bowling Green, KY | II-106 |
| Sikeston, MO | II-157 |
| Springfield, OH | II-212 |
| Philadelphia, PA | II-227 |
| Philadelphia, PA | II-331 |
| Philadelphia, PA | II-230 |

### SPECIAL EDUCATION CENTER

| | |
|---|---|
| Allegheny County, PA | II-218 |
| Morristown, TN | II-250 |
| Fairmont, WV | II-292 |

### ALTERNATIVE SCHOOL

| | |
|---|---|
| Denver, CO | II- 38 |
| Denver, CO | II- 42 |
| Hartford, CT | II- 45 |
| Cedar Rapids, IA | II- 91 |
| Keokuk, IA | II- 96 |
| Baltimore, MD | II-114 |
| Boston, MA | II-127 |
| Minneapolis, MN | II-139 |
| St. Paul, MN | II-147 |
| Cape Girardeau, MO | II-152 |
| Grand Island, NE | II-160 |
| Albuquerque, NM | II-181 |
| Allegheny County, PA | II-218 |
| Norfolk, VA | II-277 |

### UNIVERSITY

| | |
|---|---|
| Tucson, AZ | II- 21 |

### ADULT EDUCATION CENTER

| | |
|---|---|
| Springfield, IL | II- 74 |

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[1] Programs serving youth through more than one type of educational facility are listed under each appropriate category. Programs not involved in direct services to youth or through an educational facility are omitted. The term 'Alternative School' includes alternative programs operated at more than one location.

# PROGRAM DESCRIPTIONS

The one hundred and eleven programs included herein are divided into three sections:

| | |
|---|---|
| Section A | Coordinated Vocational Education - Title IV Programs<br>Programs in this section are those identified as demonstrating coordinative mechanisms between vocational education and CETA Title IV. |
| Section B | Coordinated Vocational Education - CETA Programs<br>Programs in this section demonstrate coordination efforts between vocational education and CETA titles other than Title IV. |
| Section C | Coordinated Programs Between Vocational Education and Other Employment and Training Service Providers<br>These programs indicate vocational education coordination efforts with non-CETA employment and training service providers. |

An alphabetical listing of programs by 1) state, 2) city and 3) program title within city has been utilized within sections.

# SECTION A

## Coordinated Vocational Education-Title IV Programs

II- 3

# THE YOUTH EXPERIENCE TRAINING PROGRAM OF THE JEFFERSON COUNTY BOARD OF EDUCATION

*Location:* Birmingham, Alabama

*Educational Agency:* Jefferson County Board of Education

*Prime Sponsor:* Birmingham Consortium (Jefferson County)

*Funding:* $314,706 - Title IV

*Target Group(s):* Urban, in-school youth

*Contact:* Mr. Stanley Francis.
Jefferson County Board of Education
A-400 Courthouse Building
Birmingham, Alabama 35203
(205) 325-5618

## OVERVIEW

The goal of the Youth Experience Training Program is the eventual employment in the private sector of sixty percent to seventy-five percent of the program completers. During the school year students are enrolled in regular vocational programs in areas of their interest for skills training two to three hours a day. Half a day is then spent at a work experience site performing tasks related to their in-school training. During the summer the students work full time at job sites in the public or non-profit sector.

## ROLE OF VOCATIONAL EDUCATION

Vocational education teachers, facilities, and equipment are being used for vocational skills training in this program. The work experience component of the program is considered an extension of the regular cooperative program of the school system. The Project Director, who initiated the program, is a former vocational education director.

## PRIME SPONSOR INVOLVEMENT

Prime sponsor representatives from the Area Manpower Consortium were involved in joint planning efforts prior to program implementation. CETA staff members participate in monitoring and evaluation activities. A joint committee of vocational education and CETA representatives meets on an ad hoc basis for the resolution of problems that arise.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Program Director is an administrative assistant with the Jefferson County Board of Education. His earlier experience as a vocational education director provides the distinct advantage of an understanding of the needs of disadvantaged students for training and schools for program extension and expansion. His present position allows for effective county-wide program planning, development and implementation involving the schools and CETA. Day-to-day administration of the program involves the Director, the two program coordinators, and an individual responsible for the transportation of students to and from work sites.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and selection of participants are handled by the Youth Opportunities Center (YOC) under the Department of Industrial Relations. Application forms are distributed by the schools to the students. The forms are then given to the YOC which takes responsibility for the screening procedure and choice of clients.

Guidance and counseling services are offered by two coordinators specially hired for this project. Transportation is provided for those students who would otherwise not be able to take part in the work experience programs. Provision of transportation also enables cooperative programs to be extended to schools where they had not been previously available.

### Non-Skills Oriented Training

Remedial education is available to CETA students as a part of the regular school program. Referrals are made as necessary by the program staff.

### Institutional Occupational Skills Training

Students are assigned to regular vocational programs in which they have an interest. Two to three hours a day are spent in job skills training.

## Work Experience and On-the-Job Training

Work experience slots related to the students' training programs are developed. The youths spend half a day at the work experience jobs, which are in the public or non-profit sector. Several positions are with the school system or small municipalities in Jefferson County. Wages are paid by the school system, which is reimbursed by CETA. Employers and school personnel understand that all work done by these students is to be related to their training programs. Academic credit is given for work experience at the rate of one credit per one hundred and fifty hours of work experience or training. This is similar to credit given for the other cooperative programs in Jefferson County.

## Placement

Responsibility for placement of program completers lies with the Youth Opportunity Center.

# PRE-VOCATIONAL PROGRAM FOR YOUTH

*Location:* Gadsden, Alabama

*Educational Agency:* East Alabama Skills Center

*Prime Sponsor:* Balance of Alabama

*Funding:* YETP; also Title II funding

*Target Group(s):* Rural out-of-school youth

*Contact:*
William B. Tumlin, Director
East Alabama Skills Center
100 East Broad Street
Gadsden, Alabama 35902
(205)543-4623

## OVERVIEW

The YETP-funded Pre-Vocational Program for Youth, operating in four eastern Alabama locations, offers academic and vocational assessment, counseling, GED preparation, or remedial skills, job "shadowing" activities, employability and job survival skill classes, and placement assistance to approximately seventy-five economically disadvantaged high school dropouts. The youths participate in classwork and other activities thirty-five hours per week for which they receive a training allowance at minimum wage rates. The twelve to fourteen-week program (length depends upon the individual needs of the student) prepares students for skills training programs or unsubsidized employment.

## ROLE OF VOCATIONAL EDUCATION

A former vice president of the American Vocational Association (AVA) developed - and currently administers - this vocational program. William B. Tumlin identified pre-vocational training as a need of disadvantaged youth through his participation on AVA committees to study CETA program implementation in vocational education. As Director of the East Alabama Skills Center, a regional arm of the Skills Training and Education Program of the State Department of Vocational Education, Mr. Tumlin developed the program model and coordinated implementation efforts.

The East Alabama Skills Center, as the regional office of the Department of Vocational Education, has contractual responsibility for the program; project staff are, for the most part, vocationally certified and/or trained.

Snead State Junior College, as one of the four program sites, provides ample opportunity in the exploratory and job "shadowing" activities for students to learn about vocational programs offered on campus; several program completers have enrolled in skills training courses at the college.

## PRIME SPONSOR INVOLVEMENT

Prime sponsor contact with the Director of the Skills Center or other program representatives occurs almost daily to discuss program changes, efforts, or problems. Considerable input has been provided by CETA planners and operations representatives from the Department of Industrial Relations (for the BOS) when new proposals have been written. CETA monitoring teams pay on-site visits quarterly to meet with administrators, teachers, and students and to review program reporting systems.

Local Employment Security Offices participate in outreach activities, eligibility screening and referral, administration and interpretation of the General Aptitude Test Battery (GATB), provision of supportive services, and placement into appropriate CETA training programs.

## PROGRAM ACTIVITIES

### Administrative Affairs

Project coordinators at each of the four sites handle day-to-day program operations; the number of program teacher/counselors varies from site to site depending upon the number of participants. The Director of the Skills Center has overall administrative responsibility and is in frequent contact with the coordinators. The Department of Vocational Education provides in-service training, assistance in policy development, and program improvement efforts.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and eligibility screening, as well as administration and interpretation of the Kuder and GATB, are handled by Employment Security. Other assessment instruments are administered by the project staff. Supportive services, such as medical assistance, are available through project funds or through other CETA funds from Employment Security, Alabama Vocational Rehabilitation Service and Mental Health Centers.

## Non-Skills Oriented Training

Classes in GED preparation or basic skills are held Monday through Friday. Of thirty-seven youths at one site between February and September, 1978, twenty-six received GED's by the end of the program; several others will take the GED tests when they reach the age requirement of eighteen. GED fees are paid through program funds. Career awareness, orientation, and exploration activities are built into the pre-employment classes. A job "shadowing" component, consisting of observation of work sites in each of the thirteen major occupational areas, is a daily activity of the program. The participants spend from one day to two weeks (part of each day) on one observation site.

## Institutional Occupational Skills Training

Job survival skills and employability skills are stressed during daily classroom sessions. Job interviewing techniques are improved through the playback of tape-recorded practice sessions. Role-playing is used extensively.

## Placement

Program staff and Employment Security personnel coordinate placement efforts of program completers, who are generally referred to CETA skills training programs or vocational courses at the junior college. Unsubsidized employment referrals are made through Employment Security. Many are offered jobs as a result of the work observation activities with local employers.

# STEP

## Skills Training and Education Program

*Location:* Montgomery, Alabama

*Educational Agency:* State Department of Education

*Prime Sponsor:* Balance of Alabama and five prime sponsors throughout the State

*Funding:*

| | | |
|---|---|---|
| $ 500,000 | Alabama State Legislature | |
| 134,028 | CETA, Title II, | 1% set-aside |
| 264,650 | | 4% set-aside |
| 2,234,874 | | 6% set-aside |
| 4,413,076 | | Part B |
| 570,082 | | Part D |
| 1,404,103 | Title III (Youth & STIP) | |
| 349,214 | Title IV, YETP | |

*Contact:*

James Northcutt
State Director
Skills Training and Education Program
State Department of Education
Montgomery, Alabama 36104
(205) 832-5960

### OVERVIEW

The Skills Training and Education Program provides a mobile and flexible system of skills training to meet the needs of out-of-school populations. The program maintains six skills centers throughout the state and has the option of operating programs at the facility or using the center as an administrative organization to contract with other agencies to operate specific programs in locations where such programs are needed.

### ROLE OF VOCATIONAL EDUCATION

Vocational education set-aside monies provide a large portion of the funding for STEP. Skills training is provided through skills centers year round in short-term training programs. The skills centers and associated programs were operated by the Division of Vocational Education when they were implemented under MDTA.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor serves several functions including monitoring and evaluating programs under contract with STEP. There are joint decisions made on the types of programs offered. The primary function of the prime sponsor is to be involved in planning. For instance, at the local level the prime sponsors provide labor market projections. The CETA directors in all the prime sponsor offices and the governor's office at the state level meet with STEP staff. The BOS prime sponsor meets at least quarterly with the district STEP offices. Each prime sponsor has a local planning body and, in addition, there are seven district manpower planning councils. These parallel the seven field offices of the Skills Training and Education Program.

## PROGRAM ACTIVITIES

### Administrative Affairs

STEP is set up as a program section within the Divison of Instructional Services, State Department of Education. The Division of Vocational Education for secondary programs is also a program section within the Division. Both sections report to the Assistant Superintendent of Instructional Services. STEP, through the skills centers, maintains a separate delivery system with its own facilities, instructors, and curriculum. STEP serves as the administrative unit, negotiating with the prime sponsor and subcontracting with LEAs and other agencies to provide training. Nonfinancial agreements outline the local services to be delivered. The local skills center director and local CETA staff are administratively responsible to STEP at the State level. In addition to the State level office, there are seven field offices which are involved in planning.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach for STEP is provided by the State Employment Security Office. Assessment is largely done by STEP staff in cooperation with vocational rehabilitation. Counseling is also provided through Employment Security. Supportive services are provided on an individual basis by local program staff through other community resources.

### Non-Skills Oriented Training

Pre-vocational programs which provide orientation in a variety of vocational clusters are offered at the skills centers and funded by Title IV summer program funds. STEP staff at the State level develop their own curriculum materials for pre-vocational and other programs.

### Institutional Occupational Skills Training

STEP has the ability to establish programs as they are needed. Equipment purchased with CETA funds can be moved around the state. For example, a welding program may be offered in a small town for one year. Large population centers' programs may continue for many years. When plans are established for training, people in the STEP district offices go to the LEA's to determine if equipment and facilities are available. In some cases, facilities may be rented if needed. Priorities for the type of training to be offered are established on labor market needs at the local level.

## Placement

Placement for STEP is performed by the Employment Security offices.

## YETP COMPONENT

## Career Education Project for Coconino County

| | |
|---|---|
| *Location:* | Flagstaff, Arizona |
| *Educational Agency:* | Educational Services Consortium for Coconino County |
| *Prime Sponsor:* | Balance of Arizona |
| *Funding:* | $63,000 - YETP |
| *In-Kind Contribution:* | LEA's provide salaries for one full-time and five part-time project coordinators. |
| *Target Group(s):* | Urban in-school youth |
| *Contact:* | Don Parsons<br>Project Director<br>Career Education Project<br>P. O. Box 3098<br>Flagstaff, Arizona 86002<br>(602) 774-0623 |

### OVERVIEW

The Career Education Project offers a range of career and vocational activities to grades kindergarten through twelve in the second largest county in the United States. Vocational cooperative students are frequently assisted in cooperative placement efforts by program staff; twenty-five of these students receive wages through YETP. In addition, program coordinators teach a Diversified Occupations class which focuses on the development of employability and survival skills as well as specific competencies needed in the student's job placement. The eight coordinators visit the schools to arrange career day activities, develop curriculum materials, implement special projects, and offer support services to teachers. The YETP activities are a small, but expanding, part of overall project efforts.

The Educational Services Consortium, which sponsers the Career Education Project, is a wide-reaching support service for six LEA's in Coconino County.

## ROLE OF VOCATIONAL EDUCATION

Vocational cooperative students are placed in work experience positions matched to their program areas through the project.

The Diversified Occupations class, taught by program staff, prepares students for work through the development of positive attitudes and work habits.

## PRIME SPONSOR INVOLVEMENT

Prime sponsor representatives are in frequent contact with the Project Director or staff members to discuss YETP activities or to jointly plan new projects.

The prime sponsor representative serves on the Advisory Council to the Educational Services Consortium. The Project Director serves on the Manpower Advisory Council.

## PROGRAM ACTIVITIES

### Administrative Affairs

Written agreements between the Educational Services Consortium and each of the six school districts in the county outline services, LEA in-kind contributions, and activities. The consortium has financial agreements with the prime for YETP funds and the State Department of Education for Career Education funds.

Career Education Project staff, consisting of a full-time coordinator and five part-time coordinators, are paid through LEA funds. Each coordinator works in the schools within an assigned LEA.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach activities for the cooperative component are performed by the coordinator with the assistance of vocational teachers and counselors in the schools. Assessment of vocational interests is based upon the student's chosen program area and interviews conducted by the coordinators. Eligibility screening is performed by the coordinator for the twenty-five YETP slots available through the project. Counseling is also provided by the coordinators.

### Non-Skills Oriented Training

Life skills and career orientation activities are offered in the Diversified Occupations classes taught by program staff.

## Institutional Occupational Skills Training

Job survival skills and employability skills training are offered in the Diversified Occupations class. In addition, specific skills (such as dealing with customers or business telephone use) are covered in the class depending upon individual needs of the students.

## Work Experience and On-the-Job Training

The vocational cooperative students who receive assistance from the project coordinators are placed in public or private organizations in jobs matched to their vocational program areas. The twenty-five YETP-paid youths in this group are provided follow-up services by the coordinators. One credit per semester is awarded for the cooperative work experience.

## Placement

Placements in the cooperative work experience positions are developed by coordinators through visits or telephone contact with area employers.

## II-15

# YOUTH EMPLOYMENT AND TRAINING PROGRAM

*Location:* Kingman, Arizona

*Educational Agency:* Mohave Union High School
District Number 30

*Prime Sponsor:* Balance of Arizona

*Funding:* $33,000-YETP

*Target Group(s):* Urban and rural in-school youth; in particular, handicapped and other special needs students

*Contact:*
David Wasson, Director
Career Education Project
515 West Beale Street
Kingman, Arizona 86401
(602) 753-6945

## OVERVIEW

Approximately forty economically-disadvantaged students in three Mohave County high schools receive work experience and transition services through a YETP-funded program operated by the LEA. The county vocational coordinator, who serves as program coordinator, and three regular teachers hired part time by the project complete the staff. They assist the students by providing career information, testing and counseling, classroom training in job survival skills, tutoring in remedial education, work experience (matched to skills development courses for the vocational education participants), and indirect placement assistance following program completion. The students, five of whom are handicapped, remain in the program up to one year.

The YETP program is one of several career and vocational programs operated by the Career Education Project, a service unit established by three districts within Mohave County. Through other programs in the service unit, YETP participants have access to a media center, curriculum materials, counseling, and a range of supportive services.

## ROLE OF VOCATIONAL EDUCATION

The Division of Vocational Education of the State Department of Education administers the YETP funds for this project through a contract with the Balance of State office. The state Vocational Education/CETA Coordinator, who serves as a liaison between the prime sponsor and the program operators, meets with the Mohave County Vocational Coordinator, who has local responsibility for the program, and the Director of the Career Education Project on a monthly basis to discuss program policies and activities.

Approximately one-half of the program participants are vocational education students who are placed in YETP work experience positions matched to their skills training courses.

Two of the three YETP coordinators are certified vocational education teachers employed by the school system.

## PRIME SPONSOR INVOLVEMENT

Prime sponsor involvement in this program may be viewed at two levels: state-level coordination between the Department of Economic Security (for the BOS) and the Division of Vocational Education and local coordination between the local CETA office and program administrators. State-level contact occurs approximately monthly for the purpose of reviewing any changes in legislation or regulations which would affect the Mohave County program, as well as to exchange information on program activities. The local CETA representative maintains contact with the program operators to exchange information on all CETA programs in the county, labor market information, and student data affecting CETA programs.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Mohave County Vocational Coordinator, who operates as part of the Career Education Project, has local administrative responsibility for the program. He determines policy and oversees activities with input from the Superintendent of Schools, the Director of the Career Education Project and the State Vocational Education/CETA Coordinator, who has state-level contractual responsibility from the Balance of State.

Three regular teachers in the targeted high schools are hired on a part-time basis by the project to provide services to the participants. The County Vocational Coordinator visits each teacher weekly to provide assistance.

## Outreach, Assessment, Counseling, and Supportive Services

Newspaper, radio and school announcements and subsequent teacher, counselor, and self-referrals have been the primary sources of program applicants. YETP counselors and staff of the Department of Economic Security screen applicants for eligibility and refer selected students to the YETP coordinator for counseling. Referrals to other community services are also made by the YETP coordinator. Career testing and counseling, vocational interest assessment, labor market information, transportation, and child care are among the support services offered by the program.

## Non-Skills Oriented Training

Career decision-making skills, remedial work in basic skills, and life skills ranging from personal hygiene to family problems are provided weekly during after-school training sessions and individual meetings with the coordinator. Workshops in the elimination of sex-role stereotyping are held for many of the participants.

## Institutional Occupational Skills Training

Employability and job survival skills training is provided through the weekly classes and through small-group sessions with the coordinator. Job shadowing has been used to expand student awareness and interest in particular occupational areas.

## Work Experience and On-the-Job Training

Work experience positions are developed through telephone and personal contacts by the YETP high school coordinators. Students work twelve to twenty hours per week in government and non-profit agencies throughout the community and are paid minimum wage by YETP funds. Work sites are visited often by the coordinators, who keep in touch with work supervisors regarding student progress.

## Placement

Informal placement services are available to program completers through employer information and indirect referrals.

# YEEP

## Youth Education and Employment Program

| | |
|---|---|
| *Location:* | Phoenix, Arizona |
| *Educational Agency:* | Phoenix Union High School District |
| *Prime Sponsor:* | City of Phoenix |
| *Funding:* | $760,000 - YETP<br>Vocational Education (P.L. 94-482) |
| *Target Group(s):* | Urban in-school youth and dropouts |
| *Contact:* | Ellen Kelman<br>Training Placement Specialist<br>Phoenix Union High School<br>512 Van Buren Street<br>Phoenix, Arizona 85044<br>(602) 257-2928 |

### OVERVIEW

One thousand economically disadvantaged youth per year receive a broad range of services through the Phoenix Youth Education and Employment Program (YEEP), an LEA-operated project utilizing YETP and vocational education funds. Two basic components, each offering services according to the needs of different youth groups, comprise YEEP. The dropout component, centrally located at one high school, offers work experience and GED preparation plus transition services, including counseling, assessment, life skills, job survival skills, and placement. The citywide component provides work experience, counseling, and assessment to in-school youth throughout Phoenix high schools. An alternative school serves as a work site for some students in the citywide component. Students in the dropout component are matched to subsidized work experience placements in the public sector as part of the area vocational school cooperative programs and receive credit in the cooperative area.

### ROLE OF VOCATIONAL EDUCATION

The State Department of Vocational Education provides funding to YEEP for the salaries of four cooperative education teacher-coordinators, for the purchase of curriculum materials, and for technical assistance in curriculum development or in-service training. The Director or Work Education and Diversified Occupations at the State level maintains frequent contact with the Project Director to provide assistance in program development. Materials and curriculum development are provided in part by the State Department of Vocational Education.

The Local Director of Occupational Programs has input into the program through meetings with the Project Director to discuss progress of the program and to assist in resolving problems.

The four cooperative education teacher-coordinators conduct classes in employability and job survival skill development for dropouts; this is a major focus of the classroom training in the dropout component. In addition, teacher-coordinators are responsible for supervising students on the job site. State cooperative training agreements are used as a contract between employers and students in the dropout component.

## PRIME SPONSOR INVOLVEMENT

Prime sponsor planners have assisted the LEA through telephone contact and meetings since the initial stages of developing and implementing YEEP. Technical assistance to aid in interpreting regulations or implementing program changes as a result of changes in the legislation is available and frequently used. CETA monitors review monthly program data reports, pay on-site visits to program offices, and contact work experience supervisors on a regular basis.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Project Coordinator supervises a staff of two training placement specialists, four basic skills teachers, seven youth advisors, four vocational teachers, and three clerical workers. Phoenix Union High School serves as the central facility for the program although the youth advisors circulate to other high schools and community agencies to meet with participants.

The Coordinator maintains contact with the Director of Federal Programs and the Director of Occupational Programs for the LEA to gain input into program operations as they relate to other LEA activities.

### Outreach, Assessment, Counseling, and Supportive Services

Self-referrals, school counselors, court systems, CETA, and other community service agencies are the main sources of prospective student participants. Both individual and group counseling are provided by the counselors (youth advisors) who go to the various schools in the district to meet with the students in the various components of the program. Counselors provide referrals to other social service agencies or community resources as needed.

## Non-Skills Oriented Training

Basic skills training in math, reading and English grammar in preparation for GED is provided for the dropout component. Students attend approximately twenty hours per week of classwork in basic skills. Students receive regular high school credit for the basic skills classes in case they want to return to the regular school system instead of working toward their GED.

## Institutional Occupational Skills Training

Occupational survival skills training and occupational skills assessment are provided in the dropout component through a career vocational class. Students attend one class per day for which they receive vocational education credit. The class is taught by one of the four teacher-coordinators of YEEP. Subjects covered include career awareness, attitude towards work, work values, interviewing for jobs, proper dress, how to deal with employers, daily work habits, etc. Participants in the other components receive information of this type through the YEEP counselors at their schools. Students in the citywide component use the area vocational center as a training site.

## Work Experience and On-the-Job Training

Work experience in non-profit organizations and agencies in the Phoenix area is provided for all participants. They work approximately twenty hours per week and receive their salaries from CETA. The YEEP counselors and the youth placement specialists provide placement services for the work experience. Follow-up is provided weekly either through visits to the job site or telephone contact. Supervisors on the job evaluate students every two weeks through a worker traits check sheet. In-school credit is awarded for the work experience obtained through the program.

Contracting is a method frequently used to maintain attendance. Typically, the teacher-coordinator in the dropout component or youth advisor in the citywide component would make the contract with the student. A student may agree to be at work each day for a week or agree to be at work on Monday. The contract would also spell out the consequences of non-performance. For example, the student may not be allowed to go to work for a week. Both parties sign the contract.

## Placement

Placement services are provided by the two youth placement specialists in the YEEP program and by the teachers of the program. The placement goal is ninety-two students per year for those who have completed the program successfully (obtained their GED or high school diploma or planned to enroll in postsecondary program). The youth placement specialists develop jobs through telephone contact of area employers. The philosophy guiding selection of employers is that the job must be adjusted to fit the needs of the student and not vice versa.

## TUCSON/PIMA SPEDY

### Summer Program for Economically Disadvantaged Youth

| | |
|---|---|
| *Location:* | Tucson, Arizona |
| *Educational Agency:* | Department of Education, Division of Special Program Services |
| *Prime Sponsor:* | Tucson/Pima Consortium |
| *Funding:* | $1,073,785 - (SYEP)<br>90,665 - Vocational Education, Disadvantaged Funds (P.L. 94-482) |
| *Target Group(s):* | In-school and out-of-school youth ages 14-21; urban and rural |
| *Contact:* | Trudy Rogers<br>Education Program Specialist<br>Department of Education<br>Division of Special Program Services<br>1535 West Jefferson Street<br>Phoenix, Arizona 85007<br>(602) 255-5485 |

## OVERVIEW

The Tucson/Pima SPEDY incorporates skill improvement, career exploration and pre-employment skills training into an eight-week work experience program. Two thousand one hundred and fifty-eight youth between the ages of fourteen and twenty-one participated during the 1978 program. Work experience placements in public agencies consist of twenty-four hours per week at such places as Davis Mothan Air Force Base (the largest single employer for SPEDY). Participants may choose to spend part of their time in the program in week-long workshops offered at three locations: the Tucson High School Vocational Education Building, Pima Community College, and the University of Arizona. Workshops are conducted to assist the youth in learning about different careers, in developing employability and survival skills, and in improving skill areas.

Student wages and allowances for workshop attendance are paid through SPEDY funds. Among the groups represented by project enrollees are Spanish Americans and Native Americans. This program began as a Neighborhood Youth Corps-sponsored project in the summer of 1965.

## ROLE OF VOCATIONAL EDUCATION

Vocational Education funds (P.L. 94-482) are used to provide some of the staff salaries for the SPEDY program. A recent reorganization meshed vocational education programs throughout the Department of Education. An educational program specialist with the Division of Special Program Services, Department of Education, provides assistance to Tucson Manpower Development, Inc., which has responsibility for coordination and implementation of the program.

Pima Community College participates in the workshop activities for SPEDY; teaching staff from the college may be hired to conduct workshops; classroom space is provided.

The Tucson High School vocational education building is the site for some of the workshops. The focus of these workshops is skill improvement in such areas as typing and office skills, and employability and survival skills.

Vocation cooperative credit is awarded to students from one of the participating high schools. These youth are matched in their placements to vocational education programs in which they enroll during the school year.

## PRIME SPONSOR INVOLVEMENT

CETA representatives from the Tucson/Pima Employment Training Consortium are involved in the yearly planning meetings for SPEDY, throughout implementation stages, and provide technical assistance during summer program operations. Interpretation of regulations and clarification of financial requirements are frequent subject areas in which the prime assists the program operators.

The Department of Economic Security, subcontractor to the prime, provides one part-time staff person to assist in recruitment and placement.

## PROGRAM ACTIVITIES

### Administrative Affairs

Tucson Manpower Development, Inc. (TMD) contracts with the prime sponsor to administer the Tucson/Pima SPEDY program. SPEDY funds are used for administrative costs, enrollee wages, and supportive services. A separate contract between Tucson School District #1 and the Division of Special Program Services, Arizona Department of Education provides staff salaries for one program director, four work coordinators, one workshop coordinator, five workshop teachers, and twelve para-professional counselors.

## Outreach, Assessment, Counseling, and Supportive Services

Students are referred to the program through teachers, counselors and principals or self-referral. Several community agencies, including Employment Security, have also acted as referral sources to the program. The project counselors visit the schools involved in the project a few months before the end of school to provide information to students and the education faculty. The screening agency for the program is Employment Security which determines eligibility status of prospective enrollees.

## Non-Skills Oriented Training

Workshops are provided through subcontracts with the University of Arizona and Pima Community College to provide four-day, twenty-four hour workshops with an overall theme for the week, such as development of self-concept. Approximately fifteen to twenty students attend each workshop. Provisions for attending these workshops are made between the student, the employer and the placement counselor before the work experience of OJT begins at the first part of the summer. Students have the option of attending any of the workshops they would like. Workshops are held on either the campus of the community college or the University of Arizona. The school provides materials, trainers, films, and hand-outs through projects awarded by special program services, Arizona Department of Education.

## Institutional Occupational Skills Training

A few of the workshops are designed for occupational exploration or to improve skills which the students need on the job, such as office skills of telephone use or typing, etc. In addition, employability and job survival skills are frequently stressed. Units on such subjects as attitude toward work, work habits, appropriate dress, etc. are presented.

## Work Experience and On-the-Job Training

The work experience component is the major component of this program. Students are placed in public service agencies at minimum wage for eight weeks during the summer. There are a small number of OJT slots available with placements made in private industry (student salaries are still paid through SPEDY). As previously noted, one school district provides co-op credit for the work experience. Students are matched in their work experience placements to vocational education classes which they have taken during the regular school year. One other high school involved in the project provides academic credit for the work experience portion. Students in this school are monitored closely to determine whether they are meeting the school requirements set for obtaining credit.

## Placement

Placements for the work experience and OJT slots are developed by staff members of Tucson Manpower Development, Inc.

## DIVISION OF VOCATIONAL, TECHNICAL, AND ADULT EDUCATION/ BALANCE OF STATE YOUTH PROGRAMS

| | |
|---|---|
| *Location:* | Little Rock, Arkansas |
| *Educational Agency:* | Division of Vocational, Technical and Adult Education, State Department of Education |
| *Prime Sponsor:* | Balance of Arkansas |
| *Funding:* | $1,094,418-YETP<br>751,297-Title II, Vocational education set-asides |
| *Target Group(s):* | Urban and Rural in-school youth |
| *Contact:* | James O. Dasher, State Supervisor of Exemplary Programs<br>Division of Vocational, Technical and Adult Education<br>State Department of Education<br>Little Rock, Arkansas 72201<br>(501) 371-1760 |

### OVERVIEW

The Division of Vocational, Technical, and Adult Education is under contract with the CETA prime sponsor for the balance of state to implement and administer youth programs operated by the LEAs. A wide range of transition services (assessment, counseling, employability skills, GED preparation, coordination with community services, career awareness and exploration, job survival, basic living skills, and placement) plus work experience activities are provided through LEA/VE six percent set-aside funds. Three programs are described herein. Phase 36 assists dropouts in completing their education, developing employability skills, and providing placement. The Program to Identify Assess, and Develop Prescriptive Objectives for Disadvantaged Youth assists in the development of a detailed educational plan for each participating student. The Employability Skills Program (ESP) is designed to provide transitional services to all high school seniors.

## ROLE OF VOCATIONAL EDUCATION

The Division of Vocational, Technical, and Adult Education, specifically the Department of Exemplary Programs, has administrative responsibility for the majority of YETP in-school funds for the BOS, State vocational education staff has been involved in planning, developing, implementing, and administering the program offering a wide range of services to youths.

Twenty-three area vocational technical schools are used as sites for providing services in several of the programs. The participating youth, who are frequently dropouts before entering one of the YETP programs, must be involved in GED preparation at the vocational technical schools in order to remain in the program. These youths are encouraged to enroll in skills training courses at the area school.

## PRIME SPONSOR INVOLVEMENT

The involvement of the prime in CETA/VE coordination efforts in this state may be exemplified by the fact that the Director of the Division of Employment Development, State Department of Local Services, serves as Chairman of the National Advisory Council on Vocational Education. The Director, Mr. Jack Thiele, has considerable knowledge of vocational education beyond the aspects of CETA/VE coordination. Mr. Thiele is frequently involved in policy determination and program operation matters with vocational education administrators concerning the BOS youth programs.

Through CETA administrative funds, the prime provides part or full salaries of the three individuals in the Exemplary Programs Section, Division of Vocational, Technical, and Adult Education, who have primary responsibility for the BOS youth programs. These individuals maintain at least weekly contact with prime sponsor representatives to discuss program operations, problems, plans for expansion, etc. Prime sponsor planners have frequently been involved in the developmental stages of the various programs through meetings and telephone contact with the vocational education staff.

## PROGRAM ACTIVITIES

### Administrative Affairs

The State Supervisor for Exemplary Programs, who receives half salary through YETP and half vocational education, oversees statewide administration of the YETP in-school programs. Two Assistant Supervisors, whose salaries are paid in full by CETA monies, also coordinate program efforts. The Exemplary Programs section subcontracts with the LEAs for the program or programs to be implemented at the local level.

## Outreach, Assessment, Counseling and Supportive Services

The Exemplary Programs section has developed and distributed brochures and informational literature on several of the programs. Student assessment and counseling are provided at the local level through the LEAs.

The Assessment Program, offered as a pilot project, serves economically disadvantaged and/or handicapped youth. Operated out of a mobile trailer, the program involves youth in sessions for two hours per day, five days per week for a total of four weeks. Participants complete up to thirteen work-sample modules from the Singer Assessment Program to determine vocational interest and aptitude; academic aptitudes and interests are also assessed. The project coordinators write a "prescription," that is, a plan for serving the youth's vocational needs.

## Non-skills Oriented Training

Work sessions conducted in several of the program focus on citizenship, community participation, personal motivation, money management, decision-making and self-concept.

One program for dropouts (Phase 36) requires participants to enroll in GED preparation programs at the vocational technical school where program activities are held. These youths are encouraged to join Vocational Industrial Clubs in America (VICA) where they develop leadership and personal skills through group activities in local meetings and a statewide convention. Seventy-five participants attended the 1978 VICA Phase 36 State Convention.

## Institutional Occupational Skills Training

High school dropouts are served at eighteen vocational technical schools through the Phase 36 program, which offers two weeks of workshops on such pre-employment skills as career decision-making, job survival, positivie attitudes toward work, etc. Workshops are conducted in program-funded mobile units or in the vocational-technical school. The project coordinators provide follow-up to youths as needed following the two weeks of active participation.

The Employability Skills Program offers a range of transitional services to high school juniors and seniors in high schools throughout the state. State-level coordinators travel to the schools desiring the program and conduct a series of workshops on such topics as "What An Employer Wants From An Employee," Getting Along on the Job," and "Job Advancement,"

## Work Experience and On-the-Job Training

Work experience opportunities for economically disadvantaged youth are available through YETP pilot programs in several locations in the state.

## Placement

Placement is offered to the youths who complete the Phase 36 program; project coordinators refer students to unsubsidized positions or postsecondary skills training programs. Job development, through telephone and personal contact of employers, is frequently used.

# MAPS

## Manpower Assessment and Placement System

*Location:* Placentia, California

*Educational Agency:* Brea Olinda Unified School District
Fullerton Union High School District
North Orange County Regional Occupational Program

*Prime Sponsor:* Orange County Manpower Consortium

*Funding:* $138,918 - YETP

*Target Group(s):* Rural in-school youth

*Contact:* Jack Knight
Supervisor
974 Melrose Avenue
Placentia, California 92670
(714) 632-8574

## OVERVIEW

MAPS is a regional project which facilitates articulation of vocational education and CETA. The goals of the project are to provide assessment of students to facilitate placement in vocational training or employment and to develop a computerized placement system which allows for centralized information exchange between employers and eligible students. Both vocational education and manpower agencies have access to the system through computer terminals. Current enrollment in the system includes more than five thousand students.

The data bases in the system contain information on students and jobs and there are system routines available to match students to occupations or, conversely, occupations to students. Information available on students includes demographic data, vocational education courses taken, CETA participant characteristics (e.g., limited English-speaking ability), aptitude and interest test results, and job-related information (e.g., number of interviews student has had; miles student can travel to work). Information available on jobs includes employer name and address, job title and DOT code, contact person, number of interviews held for the job, and the job descriptive information.

## ROLE OF VOCATIONAL EDUCATION

MAPS is a joint regional effort of four vocational education directors. Vocational information supplements the employment information to extend the system capabilities. Recently a data base of vocational programs has been added so that available classes can be matched as well as jobs. The guiding philosophy is that training should be based on students' needs for training. The vocational education directors hope to use MAPS for long-range planning.

## PRIME SPONSOR INVOLVEMENT

The Manpower Commission is the administering agency for MAPS and is responsible for continued monitoring to determine program accomplishments. The prime sponsor collaborated with MAPS staff in the development of forms to be used with the system.

## PROGRAM ACTIVITIES

### Administrative Affairs

Program staff consists of a supervisor, computer operator, and a technician. A counseling van is available to take MAPS to community locations. Students and jobs are located geographically through a grid system. Location information is entered into the system to facilitate the matching process. If the student accessing the system is CETA eligible, both subsidized and private sector jobs are displayed. For other students, only private sector jobs would be accessed.

### Outreach, Assessment, Counseling, and Supportive Services

Career Guidance Specialists, Work Experience Coordinators, and Counselors in students' home high schools conduct assessments. Assessment focuses on interests, abilities, employment skills, and occupational needs. The assessment service is available to twenty-four high schools in participating districts. CETA eligible youth are identified through AFDC and Free Lunch lists. A pre-application process is used to determine eligibility and parents must sign off to agree that information on the students can be given to CETA.

### Placement

A computer terminal at each school can be accessed by employers through a single phone call for all twenty-four schools. Students are matched to available jobs based on job skills, abilities, and interest. Students may also obtain lists of jobs from the computer. Job information available to students includes pay rate, hours of work, job skill requirements, and distances from the student's home. Only students with appropriate skills are referred to employers. Computerized records of placements are maintained to facilitate follow-up.

# PROJECT ALIVE

## Active Learning Involves Vocational Education

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|---|---|
| *Location:* | San Bruno, California |
| *Educational Agency:* | San Mateo Union High School District |
| *Prime Sponsor:* | San Mateo County |
| *Funding:* | $92,862 - YETP<br>2,414 - P.L. 94-482 (Subpart 3) |
| *In-Kind Contribution:* | LEA pays for one-half of the work site coordinator's time |
| *Target Group(s):* | Urban in-school youth |
| *Contact:* | William Sovel<br>Coordinator of Career Planning and Placement<br>Crestmoor High School<br>300 Piedmont Avenue<br>San Bruno, California 94066<br>(414) 583-1480, Ext. 218 |

## OVERVIEW

Project ALIVE offers a three-phased program of career decision-making, career exploration, and career employment experience. The career decision-making phase lasts ten to twelve weeks during which students meet daily in class. Students are assisted to develop positive attitudes about themselves which assist them in learning about their interests, aptitudes, values and available occupational opportunities. They develop a series of occupational choices to explore in the second phase. During the career exploration phase, students spend two hours a day at a job site where they have the opportunity both to observe and obtain some hands-on experience. The exploration phase is guided by an exploration activity plan developed in conjunction with the employer. During the two- to eight-week period, students will have from one to four exploratory experiences. At the end of the second phase, students develop a career decision action plan. During the third phase, students have three options: (1) straight work experience in subsidized or unsubsidized positions; (2) a combination of work experience and vocational training; or (3) total vocational training.

The program operates in five of eight high schools. Twelve new students and sixteen carryover students participated in the high school where the program was first pilot-tested. There were also eight students from two other high schools. The second semester the program was extended to two additional high schools, one with eighteen participants and one with six students. The project was funded for thirty students but it is able over the life of the project to handle double that number as some of the students are placed in paid work positions.

## ROLE OF VOCATIONAL EDUCATION

Project ALIVE is premised on the idea that before students go into vocational education programs they need to develop a positive attitude about themselves and the work world. They also need more information about career alternatives in order to make sound career decisions. The program develops in students the ability to make career decisions and to plan for the courses that they will need in order to get the skills to do the job they are interested in after school. The object is for them to be able to implement a career decision plan before they leave school and to choose appropriate vocational and academic courses to complement their skill needs.

Project ALIVE is part of the program of vocational education in the San Mateo Union High School District. It is organizationally housed and administered through vocational education channels and staffed with vocationally certified individuals.

## PRIME SPONSOR INVOLVEMENT

In California, many prime sponsors contract with the County Departments of Education for all youth employment programs. In San Mateo County the San Mateo County Board of Supervisors as the prime sponsor contracts with the County Office of Education, Vocational Education divisions. As a result of Project ALIVE, the prime sponsor has altered a number of the YEDPA goals and objectives.

## PROGRAM ACTIVITIES

### Administrative Affairs

The San Mateo Union High School District Project ALIVE is operated on a subcontract basis through the San Mateo County Department of Education Vocational Education Department. The ALIVE project has resulted in closer coordination with the prime sponsor and its administrative wing, the County Office of Education, Vocational Division, and LEA's who provide services for disadvantaged and handicapped students.

One important component which has contributed to the operations of the program is the presence of an active local advisory committee. This committee is composed of students of the program, parents of the students, community-based organizations, four representatives from business and industry, one representative from the labor unions, one member from city government, two from San Mateo County Office of Education, and prime sponsor staff. This advisory committee helped to identify work and exploration sites in the community. Also, this committee assisted in obtaining private sector job sites, acted as a catalyst for community support, and assisted with student recruitment.

## Outreach, Assessment, Counseling, and Supportive Services

Outreach is initiated through letters sent to parents in the community in both Spanish and English explaining the goals of the program. There is a large Latino population who do not apply for economically disadvantaged programs, and so the project community resource specialist goes out into the community to identify these people who may be in need of services. Additionally, lists at the school for various special programs are used in the identification process. These include a list of AFDC recipients, students in the ESEA special reading program, special education programs for the handicapped, and those participating in free lunch. Students submit applications to the program. They are given a fifteen-day trial period to determine if the program is going to serve their needs.

Before students are actually selected for the program, counselors are consulted to identify students who, beyond the disadvantaged criteria, are in need of motivation and information in order to stay in school. The counselors involved in the selection process are part of the regular school counselors and are not reimbursed as part of the project. Part of the counselors' involvement in identifying students is aimed at a further assessment of the needs of these students.

After two to three weeks, there is a parents' night to further explain the program to parents. This is one way of enlisting the parents' support in developing positive attitudes and in keeping the students in school.

The project works with social workers to see that supportive services are provided where needed. For example, the program contains foster children, abused children, at least four students where both students and parents have been referred to special psychiatric care, a pregnant student, students with drug problems, and emotionally handicapped students. Guidance/counseling is provided by the coordinator and the community resource specialist.

## Non-Skills Oriented Training

The emphasis in the first phase of the program is on students' behavior modification and on their learning the process of career decision-making. During the second phase, an attempt is made to find a job site in a vocational cluster reflecting students' values, aptitudes and interests. Worker trait groups are used to identify appropriate areas for exploration. During the third phase, students are required to use public transportation to get from home to work so they they can learn to utilize the system effectively. Students also learn to meet the public they are serving, to work with adults, and to assume the role of a productive paid employee.

## Institutional Occupational Skills Training

Occupational survival skills are a component of classroom training during the third phase. Students meet with the work site coordinator to discuss such topics as labor laws, elements of the "employment cycles" (how to find a job, how to hold a job, how to leave a job, etc.). Vocational training opportunities are an alternative for students during the third phase of the career employment experience. Students earn high school credit for training received at the community college or Regional Occupational Program training center.

## Work Experience and On-the-Job Training

In addition to opportunities for work in the community, the project has been able to obtain some on-the-job training slots from the prime sponsor for phase three of the project. Employers who participate in providing work experience are involved in the development and implementation of a vocational training plan for each student.

In order for students to obtain academic credit for their work, they must meet the goals and objectives of the Work Experience Education Programs of the district. For the first and second phases of the program, they receive 5 units of elective credit. During the third phase of work experience, the credit comes under the competency-based management system for off-campus programs, and students may receive 5-10 units of credit for the third phase. The goals and objectives of the courses include performance objectives which the student must meet. It is the linking of the academic component with the work experience under the supervision of the school that enables students to receive academic credit.

## Placement

Students are followed up on a periodic basis. The project continues to work with students after they leave the program if they need additional guidance or placement services.

# VOICE

## Vocational Interest and Career Exploration

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|---|---|
| *Location:* | Colorado Springs, Colorado |
| *Educational Agency:* | Pikes Peak Community College |
| *Prime Sponsor:* | Colorado Springs - El Paso County Consortium |
| *Funding:* | YETP |
| *Target Group(s):* | Sophomores and juniors in fourteen urban school districts |
| *Contact:* | Jack Winchester, Director<br>CETA Youth Training & Employment<br>25 North Spruce<br>Colorado Springs, Colorado 80905<br>(303) 471-6860 |

### OVERVIEW

The VOICE program provides sophomores and juniors with opportunities for vocational exploration at a local community college. Students receive hands-on experience in two vocational areas for forty hours each during the school year. Two hours a day, four days a week are spent at the community college during exploration. Following exploration, students are placed in work experience or on-the-job training related to their identified interest. The goal of the program is to provide a transition to area vocational programs. A second phase has been planned in which juniors and seniors will be enrolled in vocational programs at the community college for half a day, five days a week for a maximum of two years.

The goal of the program is to develop a linkage to bring economically disadvantaged youth into vocational programs. The program is aimed at developing skills in areas of high demand locally. This is the fourth time that the VOICE program has been implemented and the number of students wanting to participate has exceeded the availability of slots.

## ROLE OF VOCATIONAL EDUCATION

The availability of vocational training and exploration opportunities at Pikes Peak Community College was facilitated by the presence of the Director of the Vocational Program Center on the prime sponsor's Youth Council. The college helped to start the VOICE program, placing emphasis on training for occupations in high demand in lieu of courses traditionally favored by students which had fewer possibilities of leading toward employment.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor maintains a staff person who serves as liaison between the prime sponsor and the community college. This liaison visits the college on a daily basis to check on student problems and attendance. Additionally, the prime sponsor is responsible for intake, preparation of employability development plans, and the provision of direct placement services.

## PROGRAM ACTIVITIES

### Administrative Affairs

The prime sponsor maintains primary responsibility for running the VOICE program. There is an agreement with the college which is signed at the beginning of each fiscal year specifying the format of the VOICE program. Evaluations from the youth, the instructors and CETA staff are used to modify the concept on an annual basis. Changes made may include such things as the particular vocational areas offered, the amount of time to be spent in each vocational area, or the number of students to be served. The community college participates in monitoring and evaluation. The college provides evaluation tools, conducts student and faculty evaluations, and provides the information to the prime sponsor.

### Outreach, Assessment, Counseling, and Supportive Services

The prime sponsor goes out to the schools to do intake in the fall for the in-school program and at the end of the year for the summer program. There is one person from each school assigned as a contact person with the prime. This person may be a counselor, a teacher, or community worker. Once the students have applied to the program, their economic status is evaluated and the prime writes an employability development plan. If more intensive evaluation is needed, CETA has an evaluation unit which will do two weeks of more intensive testing on the student. During the evaluation period the counselor counsels the students in terms of their career interests. Supportive services are provided to all CETA students who are enrolled in a program.

### Non-Skills Oriented Training

Students who need assistance in reading or math can be referred to another program that is run at the college where they can receive remedial aid. This program is for all CETA students and is staffed by public service (PSE) workers employed by the college. Some vocational areas require higher functional levels, so the prime attempts to place students according to their needs.

## Institutional Occupational Skills Training

The exploration component provides hands-on experience at the community college. Students attend the college in the afternoon following a full day of regular school classes. Students do receive high school credit for career exploration. The grades are sent from the college to the high schools. The prime deals with fourteen school districts and each one has a different formula although all of them to some extent are based on time spent per week. This is an elective credit. In Colorado it is the option of the high school principal as to how academic credit will be established, but it was noted that within the districts the methods seem to be fairly similar.

The youth remain at the college until the exploration component is completed. All tuition and books are paid for by the prime sponsor; there is no stipend during this time although the prime sponsor provides transportation in the form of bus tickets or gas coupons. At the completion of the exploration phase the student is placed in another component of the program which could be work experience or on-the-job training. In some cases where the person enrolled is a senior, further institutional training is encouraged and some people who have graduated have gone on to vocational training at the community college.

In the second planned phase of the VOICE program, juniors and seniors are enrolled at the community college vocational center for skills training on a half-day basis. Enrollment in the community colleges is controlled by the high school counselors. The prime sponsor has met with the counselors and they have agreed to cooperate. It is up to the interest of individual students to complete the enrollment process.

## Work Experience and On-The-Job Training

Students receive credit for the work experience as well as the career exploration classes. Credit is awarded on a plan similar to one used for work study. Work experience is largely in the public sector. On-the-job training is in the private sector where CETA subsidizes half of the cost through the training period and the employer signs an agreement to hire the person at the end of the period if training has been completed successfully. Students must provide their own transportation during this part of the program as they are paid for work experience.

## Placement

The prime sponsor is responsible for providing direct placement services, covering both work experience and on-the-job training opportunities.

# DEAL

## Denver Earn and Learn

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| *Location:* | Denver, Colorado |
| *Educational Agency:* | Denver Public Schools |
| *Prime Sponsor:* | Denver city/county |
| *Funding:* | YIEPP |
| *Target Group(s):* | In-school youth and drop-outs in an urban area |
| *Contact:* | Sharon A. Johnson<br>DPS/DEAL Program Manager<br>900 Grant Avenue<br>Room 404<br>Denver, Colorado 80203<br>(303) 837-1000 |

## OVERVIEW

The goals of the DEAL Program are to improve academic achievement, attendance, and student self-image. As an entitlement program, the DEAL program guarantees a job to any youth who wants one on the condition that she/he remains in or returns to school. The Denver Public Schools have a subcontract with the prime sponsor to provide educational supportive services for yout identified and referred to the entitlement program.

A special emphasis in the DEAL program has been flexibility in dealing with student needs. The availability of staff on an as needed basis and incentive systems to reward attendance and academic performance have been hallmarks of the program.

## ROLE OF VOCATIONAL EDUCATION

Vocational education teachers have taken a role in the coordination and issuing of credit. Initially students were awarded vocational education credit, but a special DEAL credit has since been established. The program manager has a background in vocational education. Enrollment in vocational education is encouraged and a number of DEAL students have been enrolled.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, the Denver Employment and Training Administration, is responsible for intake, job matching, and placement. Bi-monthly meetings are held between the prime sponsor and DEAL staff. The prime sponsor has employees on nine of the ten teams which operate the DEAL program in the Denver schools.

## PROGRAM ACTIVITIES

### Administrative Affairs

The DEAL staff consists of the program manager and assistant manager. Teachers report to the administrator of the program. The Denver schools have a career resource center which has been staffed by a DEAL person referred to as a media specialist. This person is in charge of career education materials. There are ten teams; nine of these service the regular schools and the tenth team provides services to the alternative schools: an opportunity school which is vocational, a school for the handicapped, and a career education center. A typical team consists of four types of staff. First, there is a program liaison specialist. This person is the in-school program manager responsible for recruitment, enrollment, public relations and in-school staff development. Second, there is a paraprofessional or educational specialist for every two teams. To date, they have helped with the tutoring, needs assessment, dissemination, and development of a life skills inventory. Third, there is a career development specialist who is an assistant to the education specialist. There is one assistant for every one hundred students. They are responsible for counseling and referral and are the persons most directly responsible for the delivery of services to youth. The fourth person is the job coach or employment liaison, who is a Denver Employment and Training representative responsible for placement. Job coaches, who are Public Service Employees, keep the school informed about the student's progress on the job and where the student is to be placed.

On the tenth team, which is a pilot project at one school, the composition of the team is somewhat different. The team at this school has a program liaison specialist, education specialist, and career development specialist; but it also has seven of its own employment liaison representatives who are on the DEAL payroll. These persons serve in the same office with the DEAL staff. These are people who were recommended by the Denver public schools administration. They are not public service employees but their pay scale matches that of the Denver employment position and their activities are closely coordinated with the types of activities that the CETA staff perform on the other teams.

There is a once-a-month in-service education for all staff. There is a meeting with in-school program managers for policy and procedure update. There was a full week in the summer devoted to career education for the staff. There has also been a Title IX workshop. The head of the State Board of Community Colleges has talked about program experiences; CETA staff have talked about other opportuntities available for students; the alternative school representative has talked about training beyond high school; Internal Revenue Service has been available to instruct the staff on tax matters. In addition, a career resource center operated by the school has been provided a DEAL staff member. The educational specialists were originally hired to promote the Colorado Career Information System, but when that contract could not be negotiated the staff assisted in preparing a life skills survival unit for the students on such topics as how to fill out applications, etc. The program has put out a newsletter on a monthly basis to explain what the program is doing and to acknowledge the accomplishments of students. This serves both to communicate with students in the program and is a public relations device for other staff in the school.

## Outreach, Assessment, Counseling, and Supportive Services

Outreach is done by the teams in the nine high schools and the tenth city-wide team. OIC and SER, who also subcontract with the prime sponsor, refer students to the program who want to come back into a regular school program. In turn, the Denver Public Schools channel students to OIC and SER who may not want to continue in a traditional program.

DEAL staff determine initial eligibility with enrollment and final determination done by prime sponsor staff. Individual needs assessments are also conducted by DEAL staff. Such needs may include not only curriculum deficiencies, but also a lack of job skills in which case the student may be referred to vocational education. Supportive services provided through DEAL staff may help a student get into a particular lab or some other special facility, depending on what exists in the school. For example, two students were taken out of a regular program and placed into special education.

## Non-Skills Oriented Training

DEAL staff monitor both attendance and academic performance. The program operates on an incentive system where student achievement is awarded. For example, students may receive tickets to a sporting event. Special classes and tutoring are available to serve the in-school needs of youth. Some schools offer a regular school class for entitlement youths. Most schools, however, set up small group sessions or seminars. For example, in such small groups they may work on income tax. The alternative school for the handicapped may inititate a session on opening a checking acount. Some students in the entitlement program are in accelerated learning programs. For these students, there are alternative learning packages which they can proceed through at their own pace.

## Work Experience and On-The-Job Training

A typical day for entitlement students is to attend classes from 7:30 a.m. to 12:30 p.m. The actual hours depend on the year in school and the number of credits the student is taking. Generally, the hours from 2:00 p.m. to 5:00 p.m. are spent on the work site.

## Placement

Currently the prime sponsor is responsible for placement in the public sector and the National Alliance of Businessmen is responsible for placement in the private sector.

# YOUTH EMPLOYMENT TRAINING PROGRAM

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| *Location:* | Denver, Colorado |
| *Educational Agency:* | Denver Public Schools |
| *Prime Sponsor:* | Denver City/County |
| *Funding:* | YETP |
| *Target Group(s):* | Junior high and high school dropouts in an urban area; ages 14-21 |
| *Contact:* | Dr. Mary Ann Parthum<br>Supervisor<br>Denver Public Schools<br>900 Grant Street<br>Denver, Colorado 80203<br>(303)837-1000 Ext. 2460 |

## OVERVIEW

YETP in Denver provides exploratory work experience and career development for junior high students and combined vocational training and work experience for students in the area vocational school (Emily Griffith Opportunity School). There are two hundred slots in the junior high component and sixty slots in Opportunity School. As Opportunity School has an open door policy, close to two hundred students have been served over the life of the program.

## ROLE OF VOCATIONAL EDUCATION

Vocational skills training is provided to students in Opportunity School. The junior high program is pre-vocational in nature, concentrating on occupational awareness and career employment experience.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor delegates primary responsibility for program operations to the Denver Public Schools. The prime sponsor, however, may make referrals to the program and performs intake including certification of eligibility. Responsibility for writing paychecks is retained by the prime sponsor, but the school district delivers the paychecks to enrollees.

## PROGRAM ACTIVITIES

### Administrative Affairs

At Opportunity School, YETP funds provide for two full-time vocational instructors, a community aide (paraprofessional tutor), a reading instructor, and a counselor; YETP also pays for fees, books, supplies, and tools for students enrolled at Opportunity School. In the junior high program, YETP pays for one hour of time daily beyond the school day for one part-time manager in each of eighteen schools. These in-school managers do job development, job placement, job monitoring and career development; they also take care of time cards and payroll. YETP also pays for one full-time manager who coordinates the junior high program and serves as liaison with the prime sponsor. Inservice education at the district career resource center acquaints instructors with the personnel and material resources available to assist with the career development of students.

At Opportunity School, the principal and the person in charge of Federal programs participated in the development of the program. The junior high portion of the program began in January, 1979. A grant administrator from the Denver schools worked with junior high personnel to develop the junior high program.

### Outreach, Assessment, Counseling, and Supportive Services

Junior high participants are already in school and are identified by the school social worker and other persons in the school and by self referral. Students for the Opportunity School program may already be enrolled at Opportunity School or they may be referred by the prime sponsor. In either case, they are sent to the intake office of the prime sponsor, the Denver Employment and Training Administration. The prime sponsor is responsible for applications and certifying eligibility. After being entered into the program, students in the junior high program are individually assessed. These assessments include aptitude and interest tests which are usually administered by the counselor. Students in the Opportunity School are given a series of interest and aptitude tests and a chance to visit the on-going programs to explore their realities before making a final choice for placement. They are also given support services including help in passing the GED and transition services to work.

A unique portion of the junior high program is the presence of a part-time manager who serves as a student advocate. This person looks at the student record, assesses student accomplishments, and makes arrangements for supportive services from counselors or other resources. Among the managers are seven counselors, six cooperative work experience teachers, three industrial arts teachers, and two social workers. The mix of professional backgrounds of the managers is beneficial as each specialty brings an area of expertise to the program.

## Non-Skills Oriented Training

Students at Opportunity School may earn a GED at the school or may transfer credits back to a regular high school to receive a high school diploma. This credit is based on both time in the program and competencies.

## Institutional Occupational Skills Training

The program in Opportunity School offers specific vocational training for half a day plus work experience. Regular school credit, determined by the hours in the program, is available for the vocational training.

## Work Experience and On-the-Job Training

Academic credit is also available to Opportunity School students for work experience. Students may receive one unit for 250 hours on the job in an approved supervised job situation. The junior high student may also receive credit for time on the job. Junior high students participate in part-time jobs up to fifteen hours a week in community agencies such as hospitals, libraries, schools, government offices and many others.

## Placement

Placement for junior high school students is done by the part-time manager. The placement is, as stated, in community agencies. It includes the creation of jobs in some schools such as library or office assistant. Opportunity School utilizes a placement office that is located at the school. This office works with the vocational education counselor in placing the student in a job.

## WORKPLACES

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|---|---|
| *Location:* | Hartford, Connecticut |
| *Educational Agency:* | Hartford Board of Education |
| *Prime Sponsor:* | City of Hartford and Balance of Connecticut |
| *Funding:* | $525,000 - YETP (City of Hartford)<br>$175,000 - YETP (Balance of State)<br>$425,000 - Youthwork<br>$318,000 - Title XX, Social Security Act<br>$ 40,000 - Vocational Education<br>$345,000 - Community Development, Department of Housing and Urban Development<br>$200,000 - Private Sector<br>$250,000 - LEA<br>$175,000 - State Department of Labor<br>$250,000 - City bond issue<br>$175,000 - State Department of Commerce |
| *Target Group(s):* | Urban in-school youth and dropouts |
| *Contact:* | Ms. Jackie Danzberger<br>Coordinator of Career Education<br>Hartford Public School System<br>249 High Street<br>Hartford, Connecticut 06103<br>(203)566-6091 |

### OVERVIEW

Workplaces, an LEA-operated program with a broad base of financial support from the private sector and multi-level public sources, serves six hundred and forty high school juniors and seniors, particularly those having difficulty in the regular school system, and dropouts through the development of individualized plans for education and work. One academic center and six vocational centers located in different facilities throughout the city offer youth the opportunity to obtain skills training, academic education, and a range of services in non-traditional school settings.

Full-time participants attend classes in the academic center to complete graduation requirements or to improve basic skills. In addition, they are placed in vocational centers for part of the day for skill development and/or work experience activities in subsidized or unsubsidized positions.

Part-time participants include juniors and seniors in the regular high school setting who attend classes in the vocational center and/or receive work experience placements; dropouts may also receive partial services depending upon individual needs.

Assessment, counseling, career information, and supportive services are available to all participants.

Workplaces is open to youth of all economic categories, but CETA eligibility requirements must be met by those students placed in subsidized work experience slots.

## ROLE OF VOCATIONAL EDUCATION

The Vocational Education Divison of the public school system operates the Workplaces program; administrative responsibility is held by the Director of Career Education (vocational education is part of the Career Education Department in Hartford).

State vocational education funds are utilized by the program for salaries of vocationally-certified teachers within the six vocational skills centers.

Students may be awarded credit toward graduation or certificates of competency for the classroom training.

## PRIME SPONSOR INVOLVEMENT

Two prime sponsors, the City of Hartford and the Balance of State, provide funding to this program. Prime sponsor representatives provide inservice training for program staff on management information systems and interpretation of CETA regulations.

Eligibility screening for participants receiving stipends is provided by the prime sponsors.

## PROGRAM ACTIVITIES

### Administrative Affairs

Workplaces is administered by the LEA through the Career Education Department; overall responsibility for administration and operations lies with the Director of Career Education. Each of the seven centers--six vocational, one academic--has a manager who supervises staff, maintains program data, etc.

In addition to the numerous funding sources for this program, support is evident through participation of representatives from business and industry, public agencies, and community-based organizations on advisory boards serving each of the centers. The State Board of Education has given Workplaces 1076K status. Such status exempts teachers, administrators and other personnel from state certification requirements for an experimental period of three to five years. During that period the school system and the state agency will examine the desirability of developing new certification procedures for employees hired to work in school-based youth employment programs.

The LEA has reached agreement with the Hartford Federation of Teachers. The agreement allows the LEA to hire teachers for an eight hour day, twelve month year at the prevailing wage for that job in the community. The prevailing wage is determined through a bidding procedure. Three employers in the private or not-for-profit sectors are contacted. They submit bids; the bids are averaged and the result is then tied into the regular teacher scale. Section K, as it is called, allows program operators to compete with industry for trainers and to compete with other organizations in the local environment for youth employment contracts.

## Outreach, Assessment, Counseling, and Supportive Services

In-school students are recruited through presentations by program staff in the three Hartford high schools and by direct mail to students' homes. Out-of-school youth are reached through media advertising and referrals from CBO's. Extensive assessment is conducted to determine: need for remedial education, which vocational center to place each student in, interest in working for a high school diploma or certificate of competency (for those returning to school or failing), and counseling needs. Each program is highly individualized. Assessment and counseling services are available to all students. Workplaces issues its own certificate of completion and skills competency. The certificate establishes academic, skills, and attendance standards higher than those operating in the LEA's high schools.

## Non-Skills Oriented Training

Students completing their high school diploma requirements or needing remedial education spend each morning or afternoon in the academic center, a separate facility in the city. Regular high school credit is awarded (except to those wanting only to improve skills through remediation).

## Institutional Occupational Skills Training

Vocational skills training is offered in medical-related occupations, business and office occupations (including data processing), agriculture, communications, metal and electro-mechanical occupations, and automotive mechanics. One vocational center, located in a hospital, offers skills training and work experience placements within the hospital. Another center operates within the facilities of an insurance company and provides work experience slots within that company's offices. Each center also holds classes in employability and job survival skills.

Students not enrolled in the academic center attend their assigned vocational center every morning or afternoon and then work the rest of the day. Academic center students divide their vocational time (one-half day) between the assigned vocational center and work experience. The Workplace Career Centers operate a combination of small business enterprises in which youth and teachers produce products or deliver services on a fee for work basis. Funds from sales are reinvested back in the project or are used to pay student wages. The businesses are in Auto: engine repair, auto body repair, generator and alternator repair, and used car preparation and sales; Communications: printing and advertising; Electro-Mechanics: computer assembly; Metal Machining: non-production items; and Vocational Agriculture: plants and other horticultural items.

### Work Experience and On-the-Job Training

Work experience slots providing students ten to twenty hours of work each week are paid by either the employer or CETA. Student work sites are matched to both assessment results and vocational training. Academic credit is awarded for work experience time. Regular staff contact with work experience employers serves to monitor student progress and to keep communication lines open between the program components and the student. Student readiness for work experience is determined by the vocational center manager.

### Placement

Direct placement services for program completers are provided by the vocational center managers. As of 9/5/79, the placement rate in the health field is one hundred percent of completers; Auto placements are also one hundred percent. Insurance and Banking is at eighty-five percent; Electro-Mechanical at fifty percent; Communications at seventy-five percent.

# YOUTH EMPLOYMENT DEMONSTRATION PROJECT

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|---|---|
| *Location:* | Wilmington, Delaware |
| *Educational Agency:* | New Castle County, Vocational-Technical District |
| *Prime Sponsor:* | New Castle County and City of Wilmington |
| *Funding:* | $315,000-YETP |
| *Target Group(s):* | Urban in-school youth; Hispanic; handicapped, female offenders |
| *Contact:* | Walter M. Kearney<br>Old Howard High School<br>13th and Poplar Street Room 101<br>Wilmington, Delaware 19801<br>(302) 655-2601 |

## OVERVIEW

A Delaware YETP project offers work experience and/or skills training plus a range of transition services to over three-hundred youth in New Castle County. The program is considered the prototype for the Jobs for Delaware Graduates, Inc., which has received considerable support from Governor Pierre Dupont, as well as business, education, and labor leaders throughout the state.

The New Castle County program serves students in eight high schools and one vocational-technical center. There are specifically-designed program components for handicapped youth and incarcerated females. In addition, thirty-five inner-city Hispanic youth participate in the program.

Students participate on an extended-day basis (3:30-5:30 p.m., Monday through Friday) in skills training or work experience. Counseling, remedial education, employability and life skills training, and career education activities are offered during the school day.

## ROLE OF VOCATIONAL EDUCATION

The New Castle County Vocational-Technical District serves as the administering agent for the YETP program.

The development of vocational skills is an integral part of the program. Certified vocational teachers are hired to teach the extended-day skills courses.

## PRIME SPONSOR INVOLVEMENT

New Castle County and the City of Wilmington prime sponsors fund the program. CETA representatives maintain frequent contact with the program staff to discuss program operations, resolve problems, and monitor activities.

## PROGRAM ACTIVITIES

### Administrative Affairs

The program staff consists of a coordinator, four full-time and one part-time counselor, three full-time and one part-time job developers, a secretary, and part-time teachers hired for the skills training and remedial education classes. A school building serves as the project facility. Staff salaries are YETP paid. The LEA provides in-kind services of some space, equipment, and materials for the classroom activities.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and assessment activities are handled jointly by program staff and school personnel. Referrals frequently come from school counselors and teachers, who assist by providing assessment information. Educational, vocational, and personal counseling is an ongoing component of the program. Supportive services include transportation assistance and linkages with community agencies to meet individual needs.

### Non-Skills Oriented Training

Remedial education in reading and math and career orientation are offered in the extended-day classes. Regular high school teachers are hired part time to work with the students.

### Institutional Occupational Skills Training

Vocational skills training is offered to many of the students during the after-school classes. Regular high school credit is awarded; training allowances (YETP-paid) are provided.

Eight incarcerated females, who were to be released in the near future, were offered counseling and assessment until their release. At that time, they were offered subsidized skills training or work experience.

One of the young women, who is pregnant, will soon enter subsidized computer training and will continue to receive other program services.

## Work Experience and On-the-Job Training

Work experience placements are developed in public and private agencies for many of the participants. The youth work after school and on weekends during the school year and up to full time in the summer.

## Placement

Unsubsidized placements for youth who complete high school are provided through the efforts of the job developers.

# WORK EXPERIENCE PROGRAM

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| *Location:* | Washington, D. C. |
| *Educational Agency:* | District of Columbia Public Schools |
| *Prime Sponsor:* | District of Columbia |
| *Funding:* | YETP<br>SPEDY (SYEP) |
| *Target Group(s):* | Urban in-school youth |
| *Contact:* | Robert Mann, Director<br>In-school Work Experience Program<br>Armstrong Adult Education Center<br>First and O Streets, N.W.<br>Washington, D.C. 20001<br>(202) 673-6909 |

## OVERVIEW

The D.C. Public School System provides work experience opportunities to six hundred youths per year through placement in public or non-profit agencies. The first week of the thirty-week program is devoted to an assessment period to determine the students' vocational interests and to attempt to match identified interests to work experience openings. Students work after school or on weekends up to twenty hours per week during the school year; many of the same students are placed during the summer months through the SPEDY program which is operated by the same office.

## ROLE OF VOCATIONAL EDUCATION

The Career Development Division (which includes career and vocational education programs) of the public school system administers the Work Experience Program through a contract between the LEA and the prime sponsor.

Vocational counselors within the schools assist program efforts in the assessment phase by interviewing students to identify career interests.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, acting through the D.C. Department of Labor, provides outreach and eligibility screening for the program. D.C.-D.O.L. Mini-Employment Centers, located in several city high schools, provide information on the program, recruit prospective participants, and screen students on income criteria.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Program Director and staff (three counselors and four clerical employees) operate out of an adult education and alternative school facility of the school system. Administrators of the Career Development Division assist in policy determination and program development.

### Outreach, Assessment, Counseling, and Supportive Services

In addition to the outreach and eligibility activities performed by D.O.L. staff in the Mini-employment Centers and assessment provided by school vocational counselors, the program offers career counseling to participants.

### Work Experience and On-The-Job Training

Work experience placements in the public sector provide YEfP-paid minimum wage salaries to the six hundred participants. Jobs matched to the students' career interest areas provide the opportunity to learn through actual experiences whether or not pursuit of the career area is desired.

### Placement

The program staff develop many of the jobs through contacting local employers by telephone. Follow-up of the students during the work experience placements is provided a minimum of two times during the program year.

## YOUTH EMPLOYMENT TRAINING PROGRAM

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| *Location:* | Sanford, Florida |
| *Educational Agency:* | Seminole Community College |
| *Prime Sponsor:* | Seminole County |
| *Funding:* | $203,400 - YETP |
| *Target Group(s):* | Rural, in-school youth, dropouts and high school graduates |
| *Contact:* | Russell Calvet<br>Director of CETA Programs<br>Seminole Community College<br>Sanford, Florida 32771<br>(305)323-1450 |

### OVERVIEW

Seminole Community College operates a classroom training project that provides several types of employment preparation. Classes include individual manpower training, high school or high school equivalency, prevocational training, and motivational skills. CETA participants may be mainstreamed into regular classes or enrolled in classes consisting entirely of CETA participants. Current enrollment in the program is seventy-one students.

### ROLE OF VOCATIONAL EDUCATION

Vocational skills training is available to YETP participants following completion of their GED. A portion of the YETP participants have entered vocational skills training. Available courses include auto mechanics, air conditioning and refrigeration, LPN, business and office occupations, and many other vocational/technical programs offered on and off campus. Seminole Community College is the Florida State Education Department's designated Vocational Training Center for Seminole County.

### PRIME SPONSOR INVOLVEMENT

The prime sponsor maintains an intake and assessment unit in-house. Although all initial assessments are performed under a Title IIB contract with Seminole Community College, assessment staff are located at the prime sponsor's office. CETA counselors are responsible for recruitment, selection, eligibility determination, and referral to appropriate education and training programs. CETA participants return to the prime sponsor for placement although Seminole Community College does some placement for vocational training.

## PROGRAM ACTIVITIES

### Administrative Affairs

The prime sponsor and YETP program staff jointly arrived at performance goals for the project. The project consists of a project coordinator, an assessment counselor, an instructor, and secretary. The counselor reports to the Project Coordinator but is organizationally responsible to the Director of Counseling. The instructor is funded through CETA but is organizationally responsible to the Dean of Instruction. Project funds support direct administrative costs and instructional costs for training areas most frequented by CETA participants as well as services such as child day care.

### Outreach, Assessment, Counseling, and Supportive Services

The prime sponsor office is responsible for initial assessment, intake, and referral to the YETP program. Following eligibility screening by CETA counselors and referral to the community college, students undergo an extensive assessment program conducted by the college's assessment center. This program includes aptitude and interest testing in vocational areas as well as general education and culminates in the development of an employability program.

### Non-Skills Oriented Training

Following assessment, YETP students are referred to the most appropriate area: GED, basic education, vocational skills training or some combination of these areas.

### Institutional Occupational Skills Training

Programs are competency-based and certificates identify the specific competencies students have reached. If the community college does not have a program available in the occupational area in which a student has shown interest and aptitude, the community college occasionally may subcontract with a private agency to provide that specific training. One example of this is cosmetology, which has been made available to a small number of students through a private agency, sub-contracted with the community college. The tuition and fees to the private agency are paid by YETP, but are handled by the community college.

## Placement

YETP students have direct placement services available to them through the director of the CETA office and his staff and the Florida State Employment Service.

# CVAE

## Coordinated Vocational Academic Education

*Location:* Lawrenceville, Georgia

*Educational Agency:* Gwinnett County Board of Education

*Prime Sponsor:* Gwinnett County

*Funding:* Vocational Education, Disadvantaged Funds (P.L. 94-482)
Title IV

*Target Group(s):* Rural in-school youth; potential dropouts

*Contact:*
Marion Scott
Director of Vocational Education for Gwinnett County
52 Gwinnett Drive
Lawrenceville, Georgia 30245
(404) 963-8651

## OVERVIEW

The Coordinated Vocational Academic Education (CVAE) Program in Lawrenceville is one of one hundred and fifty CVAE programs throughout the state of Georgia. Up to forty-five academically and/or economically disadvantaged high school students identified as potential dropouts receive remedial education, vocational skills training, work experience, counseling and pre-employment skills during the one-year program. Daily classes taught by a specially-trained CVAE teacher provide a series of units on life adjustment and employability skills; the daily sessions also offer opportunities for career, academic, and personal counseling. Remedial education in math and language arts is taught by two regular high school teachers who work on the CVAE program team. Enrollment in vocational classes, a program requirement, provides entry-level skills development; placement in subsidized or unsubsidized work experience positions enables students to sharpen their vocational skills.

The Lawrenceville CVAE program has maintained records which indicate the success of the program in reducing absenteeism and the dropout rate, improving academic skills, and in mainstreaming disadvantaged students into vocational education programs.

## ROLE OF VOCATIONAL EDUCATION

The State Department Office of Vocational Education, Special Needs Section, administers the vocational education set-aside monies for the disadvantaged, the major source of funding for the one hundred and fifty CVAE programs in the State. The State Department provides in-service training, resource materials and curriculum guides, program evaluation, and overall policy determination.

The Local Director of Vocational Education for Gwinnett County, as the local-administrator for the program, serves as the liaison between State vocational education and the program staff.

Vocational education skills training is offered to all CVAE students through a requirement that participants must be enrolled in at least one vocational education class.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor provides work experience opportunities to CVAE students who are economically disadvantaged. Placement in public service positions, follow-up, and student wages are the responsiblity of the CETA representatives, who maintain frequent contact with the CVAE teacher.

## PROGRAM ACTIVITIES

### Administrative Affairs

Administrative efforts are coordinated by the Local Director of Vocational Education and the Special Needs Section of the State Department of Education. The CVAE teacher, who serves as CVAE coordinator at the high school, and the two remedial teachers meet regularly to discuss program operations and individual student plans. The CVAE teacher works full time for the program. The two remedial education teachers are paid through program funds for program work beyond the regular school day.

CVAE teachers are required to complete graduate-level teacher-training programs specially designed for CVAE; in addition to the six-week summer training required, the teachers are encouraged to continue graduate study in CVAE training programs.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and assessment are handled by the CVAE teacher, who provides information on the program through printed materials or in school staff meetings. Assessment of academic skills through the Georgia Criterion Reference Test is required for all enrollees; according to State CVAE requirements, participants must be two levels below their assigned grades in language arts or math. Group or individual counseling is provided by the CVAE teacher or the regular school counselor.

## Non-Skills Oriented Training

Remedial education in language arts and/or math is taught by the CVAE team teachers. Academic credit is awarded for the remedial classes which may supplant regular language arts or math classes. Pre- and post-tests are administered to determine student progress.

A statewide youth club, specially developed for CVAE, provides training in leadership skills and personal development for those students who choose to participate in the club. Local and statewide meetings of the Vocational Opportunities Clubs of America (VOCA) provide a wide range of activities for the students.

## Institutional Occupational Skills Training

Skills training in regular vocational education classes is a strong focus of CVAE. Participants must enroll in at least on vocational education class which is matched, when possible, to a work experience position.

The regular CVAE class, which awards elective credit to the students, focuses on employability and job survival skills such as job expectations, interviewing techniques, work attitudes, etc.

## Work Experience and On-the-Job Training

Work experience for participants is gained where appropriate through placements matched, when possible, to the student's vocational program. Economically disadvantaged students may be placed into private sector jobs or may be placed in public service, non-profit agencies. Students employed in the latter category are paid through CETA.

## Placement

Placement of many of the economically disadvantaged students in the work experience positions is provided by the CETA office. The program teacher, through coordination with vocational teachers, places the remaining students in unsubsidized positions.

# THE STUDENT STORE

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| *Location:* | American Falls, Idaho |
| *Educational Agency:* | The American Falls Joint School District No. 381 |
| *Prime Sponsor:* | Idaho Statewide Consortium |
| *Funding:* | $50,000 - YCCIP |
| *Target Group(s):* | Rural in-school youth and dropouts |
| *Contact:* | Supt. Dan Whitacre, Project Director<br>The Student Store<br>541 Fort Hall<br>American Falls, Idaho 83211<br>(208) 226-5578 |

## OVERVIEW

The American Falls Program offers skills training, work experience, counseling, and support services to twelve participants. The youth, eleven in-school students and one dropout, work in the Student Store, a school-operated concern which sells arts and crafts items on consignment from individuals in the community. The Student Store is a part of the regular curriculum at American Falls High School; participants are awarded academic credit for the classroom component or may prepare for their GED exam. The students, of whom four are Mexican-Americans and two are American Indians, combine classroom training in sales, merchandising, and management techniques with actual operation of the store. In addition, one to two-week placements in local businesses for further experience have been developed for all students. The purposes of the program are to encourage students to remain in or return to school and to teach them skills in retail store operation. The Superintendent of Schools, who has been actively involved in the project from its inception, has hopes that the downtown store will eventually become self-supporting. Local businesses have donated, or rented at minimum cost, some of the equipment for the store and have been involved through the short-term work experience placements and representation on the Board of Directors for the program.

## ROLE OF VOCATIONAL EDUCATION

The traditional concepts and activities of distributive education are found in the Student Store program; participants receive skills training in sales, store management, and merchandising and have the opportunity to apply those skills in a work environment. Pre-tests determine entry for each of the 18 merchandising objectives. Post-tests determine 80 percent or higher mastery.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor provided input into the development of the program when approached by the Superintendent of Schools and the local teacher who became the first Program Manager. The CETA office continues to provide technical assistance through interpretation of regulations and through assisting the LEA in making programmatic changes.

## PROGRAM ACTIVITIES

### Administrative Affairs

The day-to-day administration of the program is handled by the store manager/teacher and the program manager, both of whom are certified teachers paid through YCCIP funds. Overall responsibility rests with the Superintendent of Schools. Policies of the program (objectives, activities, penalties for tardiness or absenteeism of the participants, etc.) are determined during monthly meetings of the Board of Directors, made up of the Superintendent, program staff, all program participants, the CETA representative to the program, and representatives from the Chamber of Commerce and the Retail Clerks Association. Student participation in policy determination is considered an important learning experience.

### Outreach, Assessment, Counseling, and Supportive Services

Program referrals are made by the guidance counselor at the school or through the local employment office. Eligibility screening is provided by the prime sponsor; in addition to economic status, prospective participants must indicate a spoken interest in retail store operation, and be between the ages of 16 to 21. Counseling sessions are held by the two staff members on an individual or small-group basis in personal, educational, and occupational areas.

### Non-Skills Oriented Training

The non-skills training units include remedial work in basic economics and basic math skills, self-analysis, and values.

### Institutional Occupational Skills Training

Skills training units on pre-employment and supervisory skills, management and ownership, sales techniques, telephone procedures, and safety procedures are directly applied when the youth go to work in the Student Store. With the class work and job experience occurring in the same location under supervision of the store manager/teacher, problems may be resolved quickly.

## Work Experience and On-the-Job Training

Work experience may be obtained two ways: (1) During the school year, all participants work up to three hours per day or a full work day on Saturday in the Student Store in sales, merchandising, or managing the store. Job assignments are rotated among the participants to ensure skill development in each area. Participants may work full or part time during the summer months. (2) Several of the students have gained work experience through a cooperative effort with other local businesses. Students are placed in a local store for one hour a day from one to two weeks in order to learn the business practices of the store as well as specifically-assigned job tasks; businesses involved at this time include clothing stores, a flower shop, a sports center, and a department store. Participants receive the minimum wage (through YCCIP) for the work experience hours in the store and the local businesses.

## Placement

Jobs for the work experience component in local businesses or for permanent placement of completers are located through the efforts of the store manager/teacher and the program manager. Job development or job creation activities are frequently supported through the assistance of community leaders serving on the Board. A few of the students have received permanent job opportunities as a result of the work experience component in local business.

# BLOOMINGTON AREA VOCATIONAL CENTER

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| *Location:* | Bloomington, Illinois |
| *Educational Agency:* | Bloomington Public School System |
| *Prime Sponsor:* | McLean County |
| *Funding:* | $55,372 - YETP |
| *Target Group(s):* | Urban in-school youth; potential dropouts |
| *Contact:* | Daniel Swanson, Manager<br>Bloomington Area Vocational Center<br>1202 East Locust<br>Bloomington, Illinois 61701<br>(309) 827-6124 |

## OVERVIEW

YETP funds are used by the Bloomington Area Vocational Center (AVC) to provide skills training, work experience and transition services to economically disadvantaged youth. Non-disadvantaged students may receive skills training and transition services through the program.

The vocational center operates in the same facility as an alternative school for the LEA; alternative school students, many of whom are potential dropouts and/or disciplinary cases, are frequently referred to the YETP program.

Of the six hundred students served by the AVC, seventy-eight are involved in YETP activities.

Depending upon individual needs, students may be placed in vocational cooperative programs, a job survival skills class developed for YETP students, work experience up to twenty hours per week, or job "shadowing" activities.

## ROLE OF VOCATIONAL EDUCATION

The Local Director of Vocational Education administers the AVC/YETP program. The AVC/YETP program provides classroom vocational skills training, and in many cases vocational co-op experiences, to the majority of the participants.

Program teachers are vocationally certified and are employees of the vocational center. AVC administrators serve on the Youth Advisory Council and the Manpower Council in the area.

## PRIME SPONSOR INVOLVEMENT

The County Board of Supervisors serves as the prime sponsor. The Director of CETA Services in the county is a former staff member of the AVC/YETP program; his experience in the program has afforded a unique working relationship between the prime and the vocational center.

The prime sponsor representative, usually the CETA Director, meets on a monthly basis with representatives of the AVC at the Manager or Local Director levels to review program activities to determine policy and to plan and develop new proposals.

Student wages for work experience are paid through the prime sponsor's office.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Local Director of Vocational Education, as administrative official of the program, deals frequently with the AVC Manager who has responsibility for day-to-day activities of YETP. The School Board provides some guidance in policy matters or expansion activities. Administrative costs of operating the program (facility, utilities, administrator's time, etc.) are provided to the AVC at the rate of eight percent of the total grant.

The three YETP-paid staff members are referred to as teacher-coordinators who report to the Manager of the Area Vocational Center; the teacher-coordinators are a regular part of the seventeen-member teaching staff of the AVC.

### Outreach, Assessment, Counseling, and Supportive Services

Referrals to the YETP program come primarily from school counselors, principals and teachers. Career counseling, career information and interest assessment services are provided to all YETP participants by counselor-coordinators. Eligibility screening is conducted by the counselor-coordinators and reports are forwarded to the prime sponsor for monitoring. Individualized plans are developed for each participant during the assessment period.

### Non-Skills Oriented Training

The one-hour daily class offers activities in personal development, positive attitudes, and similar areas.

## Institutional Occupational Skills Training

Employability skills and job survival skills are emphasized in the Cooperative Work Training daily class. Co-op credit is given for the class as well as for work activity.

## Work Experience and On-the-Job Training

Work experience activities in the private sector include such jobs as custodial and maintenance, food service, mechanics, clerical, and child care. Students work twelve to fifteen hours per week at minimum wage. All salaries are paid by YETP, and students receive co-op credit.

## Placement

Placement assistance is provided through the individual schools; program counselors frequently provide employer information and indirect referrals.

# CAREER INTERNSHIP PROGRAM

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| *Location:* | Chicago, Illinois |
| *Educational Agency:* | Chicago Board of Education |
| *Prime Sponsor:* | City of Chicago |
| *Funding:* | $10,261,999 - Title IV - (includes $7,853,695 to fund summer 1979 program) |
| *Target Group(s):* | Urban in-school youth; ages 14 up |
| *Contact:* | Phil Viso, Assistant Superintendent of Vocational Education<br>Chicago School System<br>228 North La Salle Street<br>Room 642<br>Chicago, Illinois |

## OVERVIEW

The Board of Education of the City of Chicago implements two career internship programs through the Mayor's Office of Employment and Training. The first of these, the In-School Work Experience Program, provides, during the regular school year, work experience to a minimum of 1,000 economically disadvantaged youth who are between fourteen and nineteen years of age. The program enhances the employability of participants through the development of good work habits and basic work skills. During the school year, participants are permitted to work a maximum of twelve hours per week for forty-two weeks. During the summer they may work a maximum of twenty-five hours per week for ten weeks. The second program, Youth Employment and Training Programs Work Experiences and Career Internship Programs, provides job preparation experiences in forty-five schools for an estimated 1,000 students who are in the tenth through twelfth years of school. Students work at training locations inside the schools and at non-profit and private agencies. During the summer of 1979, both programs were able to serve an additional 11,000 students. In both programs funds are provided for the supervision and counseling of the participants. Eighty-five percent of the program enrollees are minorities with high Black and Hispanic representation.

## ROLE OF VOCATIONAL EDUCATION

The Assistant Superintendent of Vocational Education for the school system acts as the program administrator and was the principal individual involved in writing the proposal and implementing the program. Vocational education students participating in the program are matched when possible in the on-the-job training placements to the vocational skill area in which they are enrolled.

## PRIME SPONSOR INVOLVEMENT

The Mayor's Office of Youth Employment received proposals from the Board of Education for summer and school year programs involving students in the Chicago schools. The Director of the Mayor's Office of Youth Employment has been involved in the program from the earliest stages of planning and development. Close contact through frequent meetings and telephone conversations is maintained both at the administrative and operational levels. The prime provides technical assistance in such areas as CETA financial management, interpretation of regulations, and clarification of monitoring requirements.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Assistant Superintendent of Vocational Education oversees a program staff of three full-time field coordinators and fifty teacher-coordinators hired two hours per day after school. Program offices are maintained in the LEA central office although staff members work out of the home schools the majority of the time.

### Outreach, Assessment, Counseling, and Supportive Services

The program teacher-coordinators interview prospective participants, explain the program, and complete the income data forms which are sent to the CETA office for verification.

Assessment of vocational and academic interests and aptitudes is based upon interview results with the program staff, course work, grades, and stated interests. Individualized plans identifying activities, needs, and appropriate occupational areas for the on-the-job training component are developed for each student during the orientation.

Counseling is provided weekly for each student to assist in personal, academic, or vocational adjustments. Individual or small group counseling sessions are held by the teacher-coordinators.

Supportive services include transportation allowances. Referrals to community agencies are made as necessary.

## Non-Skills Oriented Training

During the summer of 1979, a student-participant tutorial program was implemented. This activity was designed to give the participants the opportunity to become more proficient in basic reading and vocabulary skill areas.

## Institutional Occupational Skills Training

Employability and job survival skills are developed during the orientation period and during the individual and small-group counseling sessions held weekly by the teacher-coordinators.

## Work Experience and On-the-Job Training

On-the-job training slots in both the public and private sectors are developed for the students. Positions are matched to interests and course work, particularly vocational programs, in which the students are enrolled. Job competencies are identified for each student in an on-the-job training slot; employer-student agreements are drawn to specify the competencies. On-the-job training activities take place after school and on weekends; hours are increased during the suumer. Over three hundred employers are involved in the Chicago program.

## Placement

Placement and follow up during the on-the-job training component are provided by the teacher-coordinators. At pre-determined intervals throughout the program year, on-site visits to job sites are made. Participant progress and development are assessed. The Employability Development Plan is updated and, if necessary, changed to reflect the mutual agreement in the participants'altered goals.

# YOUTH EMPLOYMENT AND TRAINING PROGRAM

*Location:* Evanston, Illinois

*Educational Agency:* Evanston Township School District

*Prime Sponsor:* Cook County

*Funding:* YETP

*Target Group(s):* Urban/Suburban in-school youth

*Contact:* Daniel Payne
Director of Special Projects
Evanston Township School District
Evanston, Illinois
(312)492-3800

## OVERVIEW

The Evanston Township School District utilizes a range of CETA programs (YETP and SPEDY) in preparing in-school youth for the transition from school to work. YETP funds are being used to pay two three-quarter time coordinators and teacher salaries on an extended-day basis. The program provides pre-employment skills training and work experience to sixty-two economically disadvantaged participants. The year-round program offers one and one-half hours per week of employability and survival skills training during the after-school classroom component. Counseling, work experience in the public sector, and placement for program completers are included in program activities.

## ROLE OF VOCATIONAL EDUCATION

Vocational education coordinators throughout the LEA have input into program operations through participation in weekly meetings with school administrators of the CETA programs. The vocational coordinators assist program teachers in efforts to match skill areas of vocational students participating in the program to the work experience positions. Referrals to vocational education skills training programs are commonplace for the YETP students.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, acting through the Cook County Manpower Office, meets with program staff twice monthly to discuss program operation, policy, and problems. Technical assistance is provided during the meetings. Program monitoring occurs quarterly.

## PROGRAM ACTIVITIES

### Administrative Affairs

The three-quarter time coordinators for the program handle day-to-day operation of the program. Overall administrative duties are held by the Director of Special Projects for the school system, who consults with the superintendent regularly. Principals are involved through meetings and frequent contact with the Special Projects Director or program coordinators. Seven teachers within the school system are hired through YETP to conduct the extended-day activities.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and assessment activities are carried out by the program staff with the assistance of regular counselors and teachers in the school. Eligibility screening is provided by the prime sponsor. The program coordinators, who are trained in counseling, determine student needs and refer participants to school counselors as necessary.

### Institutional Occupational Skills Training

The pre-employment skills training covers such topics as attitude and appearance on the job, job search skills, absenteeism and tardiness.

Many of the program participants are referred to vocational skills training courses by the program teachers when interest in particular areas is expressed.

### Work Experience and On-the-Job Training

Work experience positions in public service agencies provide the minimum wage through YETP funds. Students work up to fifteen hours per week during the school year and approximately thirty-five hours per week during the summer.

### Placement

Work experience placements are developed by the program teachers; unsubsidized placement for program completers in part-time or full-time work is provided through efforts of program staff and the guidance department of the high schools.

## YOUTH EMPLOYMENT AND TRAINING PROGRAM

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|---|---|
| *Location:* | Ottawa, Illinois |
| *Educational Agency:* | La Salle County high schools |
| *Prime Sponsor:* | La Salle County |
| *Funding:* | $50,011 - YETP |
| *Target Group(s):* | Rural in-school youth |
| *Contact:* | Dr. John Mori<br>La Salle County CETA Office<br>633 La Salle Street<br>Ottawa, Illinois 61350<br>(815)433-4550 |

### OVERVIEW

Twelve high schools in La Salle County, Illinois are involved in a YETP in-school program operated by the prime sponsor. Students receive transition services of pre-employment skills training in a classroom setting, vocational interest assessment, counseling, and career information during their one semester or one year participation. Work experience or on-the-job training opportunities are provided to the majority of program participants. Four CETA teacher/counselors, assigned to three schools each, teach a Work Adjustment class in the various schools for which academic credit is awarded. The teacher/counselors coordinate activities with school personnel to ensure integration of YETP services with ongoing school services such as vocational skills training, guidance, and remedial education.

### ROLE OF VOCATIONAL EDUCATION

Local and State vocational education administrators played an active role in the planning and development stages of the YETP program. One purpose of the program is to prepare students for cooperative vocational education programs in the school through the employability and job survival skill development obtained in the Work Adjustment class.

## PRIME SPONSOR INVOLVEMENT

All activities in the YETP are under the direction of the prime sponsor in cooperation with the L.E.A.'s. The prime sponsor in reponsible for monitoring and eligibility determination of participants. All enrollees are certified as eligible by the prime sponsor after the initial interview and intake process.

## PROGRAM ACTIVITIES

### Administrative Affairs

Administrative responsibility is held by the CETA Youth Director, who coordinates planning and policy development with school officials. School principals or superintendents participate in staff selection through interviews with top candidates for the teacher/counselor slots; a joint decision between school officials and the CETA Youth Director is reached.

The four teacher/counselors, referred to as Cooperative Work Training Assistants, travel to each of their assigned schools to meet with teachers, counselors, and students.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and assessment (of vocational interests) are offered by school counselors; eligibility screening is performed by the Cooperative Work Training Assistants. Counseling is provided jointly by program staff and school counselors.

### Non-Skills Oriented Training

Program participants may be referred, if necessary, for remedial education by the program staff.

### Institutional Occupational Skills Training

The Work Adjustment classes prepare students for work and skills training through the development of positive work attitudes, job search techniques, and good work habits (such as punctuality and productivity).

### Work Experience and On-the-Job Training

Both work experience and on-the-job placements are utilized in the La Salle County program. Students work ten to fifteen hours per week after school in this component; salaries are YETP-paid. Follow-up at the job site is provided regularly. Academic credit for work experience is awarded by some of the schools involved.

## Placement

The counselor and youth programs coordinator assist the Cooperative Work Training Assistants with job information. The participants are placed in worksites during the program which may have been developed by either the YETP counselors or the Cooperative Work Training Assistants.

The youth program counselors are continually developing unsubsidized worksites which may serve as potential employers for the youth after successful completion of YETP.

## YOUTH EMPLOYMENT AND TRAINING PROGRAM

### Lawrence Adult Education Center

*Location:* Springfield, Illinois

*Educational Agency:* Springfield School District; Capitol Area Vocational Center

*Prime Sponsor:* Sangamon County Consortium

*Funding:* YETP

*Target Group(s):* Urban high school dropouts

*Contact:*
David Meinders
Lawrence Adult Education Center
101 E. Laurel Street
Springfield, Illinois 62704
(217) 525-3233

### OVERVIEW

The Lawrence Adult Education Center in Springfield administers a YETP program which enables forty-five (45) high school dropouts to complete their GED's or remedial education in addition to receiving vocational skills training at an area vocational center.

Counseling, placement assistance and follow-up services are also provided. Other programs administered by the Adult Education Center include those offering training and/or remediation for youth and adults (ages 16 and up). Center funding sources, in addition to the YETP funds, include adult education monies, Titles II and VI of CETA, and Title XX of the Social Security Act.

### ROLE OF VOCATIONAL EDUCATION

The Capitol Area Vocational Center, through reimbursement from the Adult Education Center, provides slots for the YETP participants in the GED and remedial courses. The Area Vocational Center provides office space for the program staff.

## PRIME SPONSOR INVOLVEMENT

The Director for the prime sponsor (which is a two-county consortium) meets with the administrators of the Adult Education Center on a regular basis to discuss CETA program operations at the Center. A CETA-funded (PSE) counselor who works at the Center provides eligibility screening to all potential CETA participants.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Lawrence Adult Education Center is part of the Springfield School District. The Center director, referred to as the Building Supervisor, administers the program on a day-to-day basis; the Director of Adult Education and the Superintendent have overall administrative authority. Four of the 28 teachers of the Adult Education Center are YETP-paid. The Capitol Area Vocational Center houses program offices.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach activities are conducted by the Adult Education Center to inform the community of the range of programs offered; pamphlets and posters are frequently used. Dropouts may be referred through self-referral or community agencies.

### Non-Skills Oriented Training

GED preparation or remedial education is available at the Area Vocational Center. Several of the YETP students are enrolled in GED or remedial classes for which they receive a training allowance.

### Institutional Occupational Skills Training

Skills training in several vocational program areas is available at the Vocational Center. The YETP staff at the Adult Education Center arranges for the youth to enroll in appropriate program areas. Students receive training allowances for classroom time; the Vocational Center receives cost reimbursement from the Adult Education Center.

### Placement

Program completers are assisted in finding unsubsidized placements by counselors at the Adult Education Center.

## YOUTH EMPLOYMENT AND TRAINING PROGRAM

| | |
|---|---|
| *Location:* | Sycamore, Illinois |
| *Educational Agency:* | Sycamore High School |
| *Prime Sponsor:* | Kane-DeKalb County Consortium |
| *Funding:* | $20,863 - YETP |
| *Target Group(s):* | Rural in-school youth |
| *Contact:* | Peter Johnson, Principal<br>Sycamore High School<br>Sycamore, Illinois 60178<br>(815) 895-2138 |

### OVERVIEW

The Sycamore High School YETP program is part of the vocational cooperative curriculum. Each semester, eight economically disadvantaged students are placed in work experience positions matched to their vocational skill areas or are provided with classroom training in pre-employment skills plus work experience. Cooperative credit is awarded at the rate of one credit for the classwork and one credit for the ten to twenty hours per week work experience component. Individualized plans developed for participants at the beginning of the semester indicate the services necessary to assist them in making the transition from education to work. School counselors, vocational teachers, and the CETA representative coordinate efforts to provide (in addition to the classroom training and work experience) assessment, counseling, and placement according to the individual plans.

### ROLE OF VOCATIONAL EDUCATION

As part of the vocational cooperative curriculum of Sycamore High School, the YETP program offers skills training or pre-employment skills training for credit to the participants. Vocationally-certified teachers provide the classroom training and assist in the work experience placements.

## PRIME SPONSOR INVOLVEMENT

Prime sponsor contact with school representatives concerning the program is frequent (usually weekly). The CETA representative visits the school to provide eligibility screening, to assist in work experience placements, and to provide occasional career counseling to the students.

## PROGRAM ACTIVITIES

### Administrative Affairs

The principal of the school, with the assistance of the director of guidance, administers the program. The individual coordinators for the various cooperative programs (such as Work Experience Career Exploratory Program for pre-employment training, or Distributive Education for skills development) provide the daily supervision and classroom training of the participants.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach, assessment, and counseling are provided through the cooperative efforts of school personnel and the CETA representative. Vocational interest and aptitude teseting is provided through the school guidance department prior to placement in the work experience component.

### Non-Skills Oriented Training

Basic English, math, and social studies courses are provided for students identified as needing those remedial types of classes.

### Institutional Occupational Skills Training

Vocational cooperative training is offered to program participants in the following areas: work experience-career exploration, cooperative work training, and special work experience program (all of which offer pre-employment training); home economics, agriculture, distributive education, and health occupations. Program participants must be enrolled in one of these courses.

### Work Experience and On-the-Job Training

Work experience in the public sector is YETP-paid at minimum wage rates. Students work ten to twenty hours per week in jobs matched to the skill area or to the appropriate occupational area identified during assessment.

### Placement

Placement services are available to all Sycamore High School students through the regular Guidance Department of the school.

# YOUTH EMPLOYMENT AND TRAINING PROGRAM

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|---|---|
| *Location:* | Urbana, Illinois |
| *Educational Agency:* | Urbana School District #116 |
| *Prime Sponsor:* | Champaign Consortium |
| *Funding:* | $22,500 (approximately) - YETP |
| *Target Group(s):* | Rural in-school youth |
| *Contact:* | Christy Elliott<br>Vocational Education<br>1002 S. Race<br>Urbana, Illinois 61801<br>(217) 384-3506 |

## OVERVIEW

Urbana School District Number 116, through a contract with the four-county consortium prime sponsor, enables fourteen high school students to obtain work experience, pre-employment skills, assessment, remedial education, counseling, and transportation jobs through a YETP program offered at the Urbana High School. The LEA provides classroom facilities, teachers, administrators' time, and materials.

The YETP students attend school for part of the day, attend employability and, if necessary, remedial classes at other locations for two to three hours, and work in public sector employment for approximately three to five hours per day. The program is part of the vocational education curriculum of the school district; participants receive cooperative credit for the work experience and the pre-employment skills class. Minimum wage is paid for the work experience component.

## ROLE OF VOCATIONAL EDUCATION

The Local Director of Adult and Vocational Education administers the YETP program (as well as other CETA-funded programs). Cooperative credit is awarded to all participants who are offered instruction in employability skills. There is also some vocational skill development of specific tasks performed during the work experience positions which need follow-up training in the YETP class.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, through a subcontract with Employment Security, provides eligibility screening and placement assistance in the work experience component. Assistance was provided to the LEA in the intital stages of developing the proposal and implementing the project.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Local Director of Adult and Vocational Education administers the YETP funds with input on policy development from LEA central office administrators. Regular instructors and counselors of the district provide the direct services to students. YETP monies are used for student salaries and transportation assistance.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach, assessment, and counseling are provided through the high school; eligibility screening is handled by Employment Security. Students receive transportation costs for travel to and from the work sites.

### Non-Skills Oriented Training

The YETP students are placed in remedial education classes according to their individual needs.

### Institutional Occupational Skills Training

Skills training is available at the school; several YETP students are enrolled in skills programs. Program completers are frequently referred to vocational education programs.

The pre-employment class at the school provides job hunting and survival skills as well as the opportunity to develop specific skills needed for the work experience component such as making change or dealing with customers.

### Placement

Referrals (employer information) for program completers is provided by school staff.

# YOUTH EMPLOYMENT TRAINING PROGRAM

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|---|---|
| *Location:* | Evansville, Indiana |
| *Educational Agency:* | Division of Vocational Education, Evansville-Vanderburgh School Corporation |
| *Prime Sponsor:* | Southwestern Consortium |
| *Funding:* | $194,761 - YETP |
| *In-Kind Contribution:* | Training of youth in vocational education programs; linkage with State vocational education grants at the local level |
| *Target Group(s):* | Urban in-school youth |
| *Contact:* | Victor Ray Doty, Supervisor<br>Evansville-Vanderburgh School Corporation<br>1900 Stringtown Road<br>Evansville, Indiana 47711<br>(812) 424-0904 |

## OVERVIEW

The Youth Employment and Training Program is a cooperative work-study program which offers paid work experience in both public and private non-profit agencies as well as on-the-job training in private for-profit firms. Counseling services implement the employability development thrust of the program.

Approximately one hundred thirty students are provided with up to twenty hours a week of work experience during the school year and up to twenty-five hours a week during the summer.

## ROLE OF VOCATIONAL EDUCATION

The Division of Vocational Education, Evansville-Vanderburgh School Corporation, operates the Youth Employment and Training Program. YETP participants are enrolled in a Cooperative Vocational Education Program(s). Often students already enrolled in one of the thirty-three vocational education programs are identified by YETP coordinators as YETP eligible. YETP coordinators and vocational education teachers work together to place students in jobs related to a student's vocational training. Because students enrolled in vocational education classes have been trained in job skills, subsidized jobs are avoided. Therefore, YETP coordinators are also able to place non-YETP students who are enrolled in the education programs. YETP Interdisciplinary Cooperative Education students are often encouraged to enroll in a skilled vocational education class to increase their job skills.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, Southwestern Indiana Manpower Consortium, is responsible for contracting and monitoring.

## PROGRAM ACTIVITIES

### Administrative Affairs

The YETP program staff consists of three coordinators, two teacher coordinators, a secretary, and a payroll clerk/secretary. The Evansville-Vanderburgh School Corporation is responsible for issuing pay checks and maintaining Worker's Compensation Insurance coverage on participants.

### Outreach, Assessment, Counseling, and Supportive Services

Candidates for the YETP program are referred to the local CETA office through Career Counselors at their home schools or from the YETP office coordinators. After eligibility determination by the local CETA office, students are counseled by an Evansville-Vanderburgh School Corporation YETP coordinator. Counseling services are a part of the YETP program offerings. The YETP coordinators give orientation sessions to job supervisors and enrollees.

### Non-Skills Oriented Training

A Career Awareness Clinic was implemented with the summer program. The Career Awareness Clinic consists of films, slides, information and a job interest survey. The purpose of the Clinic is to allow students to investigate various careers which might appeal to their interests. Thus the Clinic addresses the need of students to become aware of future careers early in their schooling.

## Institutional Occupational Skills Training

Prior to job placement, students receive related instruction geared to techniques helpful in applying for a job. Students eligible for the program consist of those currently enrolled, previously enrolled or planning to enroll in an occupational skills classroom program or who are willing to enroll in Cooperative Education.

## Work Experience and On-the-Job Training

A Cooperative Work Experience Agreement is developed for each student. School credit is awarded for participation with the related instruction requirement of Cooperative Education covered by enrollment in YETP. The work site supervisor (employer) is responsible for teaching basic job skills and good work habits. The YETP coordinator evaluates students' work site performance. Semester grades are cooperatively determined by the job supervisor and the program coordinator. Students may be enrolled in on-the-job training, primarily in the private sector. The length of the OJT agreement is negotiable with a YETP coordinator.

## Placement

YETP student placement occurs when a student has succeeded on a subsidized work site. The YETP Coordinator then facilitates the YETP student's movement to a job in the private sector. The job in the private sector may be unsubsidized immediately or the private employer may be more responsive to an on-the-job training contract. An unsubsidized job results in an indirect placement. At the end of the contracted number of weeks on the OJT contract, the employer is expected to hire the YETP student; thus it is an indirect placement. Because of the service offered through YETP, the program does not result in direct placement.

# YOUTH EMPLOYMENT TRAINING PROGRAM

*Location:* Indianapolis, Indiana

*Educational Agency:* Indiana State Board of Vocational and Technical Education

*Prime Sponsor:* Balance of Indiana

*Funding:* YETP

*Target Group(s):* In-school, mostly rural youth, in the 68 counties in the Balance of Indiana

*Contact:*
Terry R. Fields
State Coordinator for Youth Employment Training Program-CETA Services
17 West Market Street
Indianapolis, Indiana 46404
(317) 633-7673

## OVERVIEW

The Indiana State Board of Vocational and Technical Education Youth Employment Training Program subcontracts out to the local schools, regional centers and community-based organizations the operation of local YETP projects. Letters of intent are sent out and interested groups submit proposals for serving CETA youth. The State Board YETP office reviews the proposals and awards grants to those groups whose proposals are deemed feasible and needed. The emphasis is on determining and filling local needs rather than dictating them from the state level, and, in addition, supplementing and extending existing programs rather than setting up a new system. Currently there are 17 grants serving 100 different schools in the Balance of Indiana.

The State Board YETP office provides technical assistance to the subcontractors in areas such as curriculum development and program planning, implementation or expansion. The office also monitors programs in the field.

State level staff involves a Coordinator from the Board of Vocational Technical Education and three part-time vocational field staff people. Two CETA State Coordinators also work part time with this project.

## ROLE OF VOCATIONAL EDUCATION

The Indiana State Board of Vocational and Technical Education administers at the state level the delivery of training for YETP students. The position of State Coordinator for Youth Employment Training Program-CETA Services was created by the State Board of Vocational and Technical Education to handle the coordination of the programs from the state level. The Coordinator and his staff review and approve proposals, provide technical assistance to local program operators, and monitor programs in the field. State level program staff meet monthly with representatives of the Indiana Office of Manpower Development to discuss problems and resolve issues. YETP funds are used in most instances to extend or supplement existing vocational programs rather than to set up new delivery systems for vocational training.

## PRIME SPONSOR INVOLVEMENT

The Balance of Indiana, through the Indiana Office of Manpower Development (IOMD), contracts with the State Board of Vocational and Technical Education for the provision of training programs for disadvantaged youth. IOMD representatives meet regularly with the State Coordinator for Youth Employment Training of the State Board of Vocational and Technical Education and his staff. IOMD is responsible for the monitoring and evaluation of the State Youth Employment Unit activities.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Office of the State Coordinator for Youth Employment Training Program-CETA Services administers and coordinates, through technical assistance and monitoring, those programs throughout the Balance of Indiana which are using YETP funds in the delivery of vocational training to disadvantaged students. In addition to the previously mentioned administrative and supportive functions, the state level coordinator and his staff have presented workshops dealing with specific types of programs or dealing with all YETP programs being carried out across the Balance of Indiana in order to share information on problems and solutions, etc. The state level staff's quick responses to calls for assistance has been noted by two local program directors.

# FLOYD COUNTY YETP PROJECT

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|---|---|
| *Location:* | New Albany, Indiana |
| *Educational Agency:* | Indiana State Vocational Technical Board |
| *Prime Sponsor:* | Balance of Indiana |
| *Funding:* | SPEDY - Phase 1 - Summer Program<br>YETP - Phase 2 and Phase 3 |
| *Target Group(s):* | In-school youth, including former dropouts; 2/3 urban, 1/3 rural youth |
| *Contact:* | Richard Bernard<br>YETP Director, Floyd County<br>Assistant Director and Co-op Coordinator of Prosser Vocational Center<br>4202 Charlestown Road<br>New Albany, Indiana 47150<br>(812) 945-2632 |

## OVERVIEW

The Floyd County YETP Project is a three-phased program including a Summer, or Occupational Awareness Training Phase (OAT), partly funded under SPEDY; Phase 2, a Co-op Phase; and a third or Continuation Phase. The OAT Phase is held during the summer at Prosser Vocational Center for eight weeks, five days a week, for four hours each day. Nine occupational clusters are available for exploration, and the students spend two weeks in each cluster chosen.

The Co-op Phase is also held at Prosser Vocational Center and is taught by a vocationally certified instructor. Students are given an initial two weeks of training and then are placed in co-op work sites. They work at their jobs for a maximum of 25 hours a week and spend three hours a week at Prosser for related skills training or work related to their co-op experience.

The Continuation, or Third Phase, is carried out at the students' home schools for younger students, or older students not yet ready to go into the co-op program. This phase is carried out by project-hired career counselors who instruct the youth in job survival skills, etc., provide them with individual counseling, and see that support services are provided in order that they can remain in school and later be enrolled in another phase of the program.

## ROLE OF VOCATIONAL EDUCATION

The Project Director is a member of the Prosser Vocational Center staff and his office is located in the Center building. This vocational education facility also houses two phases of the program. A vocationally certified co-op teacher conducts the second, or co-op, phase of the program.

## PRIME SPONSOR INVOLVEMENT

The Balance of Indiana works through the Indiana Office of Manpower Development and its Area Occupational Development Centers (ODC) in carrying out the YETP programs. Funds are distributed under a contract between IOMD and the State Board of Vocational and Technical Education, and subsequently to the Floyd County School Corporation. The ODC (which is operated as a part of the Community Action Council) reviews and approves the proposals from schools before they are sent to the State Vocational Board for funding. The CAC and project personnel are in daily contact with one another to work out problems, discuss situations that arise, refer students to appropriate programs and services, etc.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Project Director is YETP Director for Floyd County as well as being Assistant Director and Co-op Coordinator of C. A. Prosser Vocational Center. He is responsible for the day-to-day operations of the program. The program is housed in a vocational facility, and there are close administrative ties to the county school superintendent's office.

### Outreach, Assessment, Counseling, and Supportive Services

Referrals are made from the SPEDY program, from the ODC, and from counselors at the home schools. Students are frequently recruited through presentations made by the YETP director at the different schools.

An attitude test is administered as a part of the program, in addition to the DAT given to all 8th grade youngsters in this area of Indiana.

Transportation is provided during the summer OAT program, and existing transportation is used during Phase 2 from home schools to Prosser.

## Non-Skills Oriented Training

The OAT program is an awareness program rather than a skills training program. Students receive orientation to four clusters of occupations during the summer, in addition to career counseling.

Some remedial education is offered by the jobs skills instructors from the OAT programs.

## Institutional Occupational Skills Training

Occupational survival skills are taught both in the OAT, or orientation program, and as a part of the co-op program. Skills training and related work are provided in the co-op phase.

## Work Experience and On-the-Job Training

Work sites for the co-op phase are developed by the Vocational Coordinator, who is the Prosser Vocational Center Coordinator. The work sites are in both the private and public sectors. Project personnel are trying to develop a larger percentage of work sites in the private sector. The public sector work experience is considered as transitional. At the time the co-op phase is being arranged, an attempt is made to have this be the first step in final placement of the students. Three credits are given for vocational co-op training.

## Placement

The first step toward placement is often the arrangement made for co-op training. In addition, the services of the Prosser Center Placement Section are available to the students.

## YETP

## Youth Employment Training Program

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|---|---|
| *Location:* | New Castle, Indiana |
| *Educational Agency:* | State Board of Vocational Technical Education |
| *Prime Sponsor:* | Balance of Indiana |
| *Funding:* | YETP |
| *Target Group(s):* | In-school youth from rural and small urban areas |
| *Contact:* | Mr. Terry Snyder<br>Assistant Director of Inter-Local Association<br>Occupational Development Center, Area H<br>P. O. Box 591<br>New Castle, Indiana 47362<br>(317) 529-1345 |

### OVERVIEW

YETP students at four Area Vocational Schools serving five and one-half counties receive vocational skills training in regular vocational education classes, generally for a school year. The AVS's each have an individual contract with the Inter-Local Association, an independent governmental entity of Indiana municipalities. The contract amounts differ and the services provided differ somewhat from school to school. Part of the salaries of the school vocational coordinators, any extra transportation or other supportive services needed by YETP students beyond what is regularly offered by the school, wages for work experience jobs and OJT employer reimbursements are paid by YETP funds. These monies are felt to enhance and allow for expansion of good vocational programs that are already in place.

In the part of the sixth county not covered by a contract with a vocational school, the Inter-Local Association is conducting the program.

## ROLE OF VOCATIONAL EDUCATION

These regular vocational education programs are taught by certified instructors using vocational education facilities and equipment. YETP students are mainstreamed into regular skills training programs at the four Area Vocational Schools (AVS). Vocational coordinators, who are AVS staff members, provide counseling services to students.

## PRIME SPONSOR INVOLVEMENT

Formal and informal linkages between prime sponsor and vocational education representatives began with planning sessions and personal or telephone contacts before the first YETP program began. There are now regular planning sessions prior to the beginning of each new year's programs and frequent communication by letter and telephone on an as needed basis. The needs for new or continued program offerings, changes that are necessary, staffing and budget requirements are examples of the topics discussed and acted upon. The Inter-Local Association is in the process of developing monitoring standards and instruments to be used in on-site monitoring, interviewing of program participants, staff members, OJT contractors, work site supervisors and others. The AVS's provide the Inter-Local with a program evaluation at the end of each contract year. This evaluation will be expanded to enhance its use in the planning sessions for the next year's programs.

## PROGRAM ACTIVITIES

### Administrative Affairs

The administration of the regular vocational programs into which the YETP students are mainstreamed is the responsibility of each of the four respective AVS's. As a result of good communication and coordination between the AVS's and the Inter-Local Association, the services provided for these students are more effectively delivered.

### Outreach, Assessment, Counseling, and Supportive Services

Initial identification of prospective YETP students is carried out by the area vocational school. Referrals are then made to the Inter-Local or the Occupational Development Center which does the eligibility screening of these students. The schools do some assessment as part of the identification of their vocational education students.

Vocational counseling is provided by a vocational coordinator who is paid partly by the YETP funds. Existing support services are being used to their fullest extent. For instance, wherever possible, existing transportation is used for YETP students as well as regular students. When this is not available, YETP funds make possible transportation such as from the Area Vocational Centers to the work sites for YETP students. There is little distinction made between YETP students and other students. There is a conscious effort to treat YETP students just as regular students are treated, and they are provided with all the services that the regular students receive.

### Non-Skills Oriented Training

Remedial education or work is offered as needed by the Area Vocational Schools.

### Institutional Occupational Skills Training

Occupational survival skills are taught by the vocational coordinators on an as-needed basis. Students are in regular vocational classes receiving occupational skills training.

### Work Experience and On-the-Job Training

Work experience sites are at not-for-profit corporations and governmental units. There is also an OJT component available in which the employers are partly reimbursed for the student's training. Also there is private sector, non-reimbursed employment for a small number of students. The vocational coordinators develop these sites and they negotiate the contracts with private employers. The contract is essentially a contract between the employer and the Inter-Local, but it is negotiated by the vocational coordinator who is also a staff member of the Area Vocational School. Academic credit is given for work experience and OJT by the sending schools, or the school corporations as they are called in Indiana. The amount of academic credit awarded is an individual school decision, but it is comparable to cooperative program credit.

### Placement

Placement is a part of the contract with the Area Vocational School. It is expected that the school will provide placement services at the end of the program for at least 50 percent of program participants. Of the 157 enrolled since the beginning of this year there have been 48 terminations so far, and one-fourth of these terminations have been for job placement.

# CETA YOUTH PROGRAM

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|---|---|
| *Location:* | Cedar Rapids, Iowa |
| *Educational Agency:* | Cedar Rapids Public School System |
| *Prime Sponsor:* | Linn County/Cedar Rapids CETA Consortium |
| *Funding:* | $40,000 - YETP |
| *Target Group(s):* | Urban in-school youth; offenders; reenrolled dropouts |
| *Contact:* | Ralph Plagman, Facilitator of Alternative Programs<br>404 17th Street, SW<br>Cedar Rapids, Iowa 52403<br>(319) 398-2193 |

## OVERVIEW

Alternative school students in Cedar Rapids have the opportunity to participate in a YETP program which offers work experience, employability skills, counseling, vocational assessment and placement services. Dropouts who want to complete their high school education and students having difficulty in regular high schools attend the alternative school for a comprehensive program of academic and vocational training. The YETP component supports the overall alternative school efforts by providing services to approximately forty of the students.

Alternative school students attend classes either mornings or afternoons. Those in the YETP component work in subsidized public service positions the other part of the day. Transition services are offered jointly by the YETP Program Manager and school staff.

## ROLE OF VOCATIONAL EDUCATION

Vocational skills training programs in business and office occupations, photography, child care, and home economics, etc. are offered at the alternative school. YETP students enrolled in skills courses are matched in the work experience positions to their program areas. Employability skills training is an integral part of several of the alternative school programs.

## PRIME SPONSOR INVOLVEMENT

Weekly contact is maintained between the CETA Operations Manager and the Program Manager. Program operations, legislative requirements, and monitoring activities are discussed.

## PROGRAM ACTIVITIES

### Administrative Affairs

The day-to-day operations of the YETP program are handled by the Program Manager. The principal of the alternative school provides overall administration as the representative of the superintendent.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and recruitment activities are contained within the alternative school for the YETP program. Self referrals and referrals through teachers and the principals are frequent. Eligibility screening is accomplished by the Program Manager with verification provided by Employment Security. Counseling and referral to community agencies for assistance are offered by the Program Manager.

### Non-Skills Oriented Training

Career orientation and remedial education are offered through the alternative school programs.

### Institutional Occupational Skills Training

Skills training courses are offered at the alternative school as well as academic classes.

Employability skills are taught in different classes or in individual interviews with the YETP Program Manager.

### Work Experience and On-The-Job Training

Work experience placements are matched, when possible, to the students' skills training program. Credit is awarded at the rate of five credits per term (the equivalent of one full class). Students work up to fifteen hours per week during the school year and up to full time in the summer.

### Placement

Job sites for the work experience positions are developed by the Program Manager through visits and telephone contacts with local employers. After the students are placed, on-site visits with the student and the employer occur at least monthly. Unsubsidized placement assistance for completers (those who finish high school or meet YETP time limits) is provided.

# CDEEP

## Career Development Exploratory Employment Program

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|---|---|
| *Location:* | Clear Lake, Iowa |
| *Educational Agency:* | Northern Trails Area Education Agency |
| *Prime Sponsor:* | Balance of Iowa |
| *Funding:* | $200,000 - YETP |
| *Target Group(s):* | Rural in-school youth; potential dropouts |
| *Contact:* | Chuck Taylor, Program Coordinator<br>CDEEP<br>P.O. Box M<br>Clear Lake, Iowa 50428<br>(515)357-6125 |

## OVERVIEW

CDEEP offers on-the-job training and a range of transition services to approximately sixty in-school youths, ages 16 through 19, in twenty-one LEA's served by the Northern Trails Area Education Agency. Through the efforts of one full-time coordinator and one half-time assistant, the program provides placement and followup in on-the-job slots where entry-level skills are developed in occupational areas matched to the students' interests and aptitudes. Weekly classes in three locations throughout the education area assist the students in making career decisions, acquiring basic work skills, developing positive work attitudes, and enabling them to remain in school. Personal, academic, and vocational counseling sessions provide the support needed by students who have been identified by their teachers, counselors or school administrators as potential dropouts. Academic credit is awarded to the participants for the class time and on-the-job activities.

## ROLE OF VOCATIONAL EDUCATION

Vocational assessment of participants is provided using such instruments as: Career Assessment Inventory, Project Discovery, Adult Performance Level Survey, and Career Information System of Iowa. Students in vocational courses are prepared for the work environment through on-the-job training positions matched to the skills training they receive in school.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor provides site visits to the program for monitoring purposes, annual in-service training workshops, and frequent assistance in such areas as interpretation of regulations or clarification of reporting procedures. The local CETA office is represented on the program Advisory Council.

## PROGRAM ACTIVITIES

### Administrative Affairs

Overall administrative responsibility is held by the Career Development Consultant for the area education agency; the Program Coordinator administers the daily affairs of the program and coordinates efforts with the schools and prime sponsor representatives.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and referral efforts are coordinated among program staff school counselors and teachers. Informational pamphlets are made available throughout the schools (as well as community agencies) with referrals being made primarily by counselors and teachers who contact staff members to arrange interviews with prospective participants. Eligibility determination, orientation, and preliminary vocational assessment are accomplished during the initial interviews between staff and student. The assessment of each participant provides the means through which barriers to employment are identified and thereby baselined. Individual and group counseling sessions are arranged during the class time or when staff members visit the schools.

### Non-Skills Oriented Training

The range of concept areas and general topics presented during the weekly classes include: personal development, problem-solving, social skill development, career development and survival, job-seeking and job-holding, and life survival skills (health, money management, stress management, consumerism).

### Institutional Occupational Skills Training

Vocational skills are developed primarily through the on-the-job component; however, the weekly classes are frequently devoted to resolving specific work-related problems such as dealing with employers or co-workers. The development of personal traits which will help students deal effectively with difficult situations on and off the job is the focus of activities and discussions held during the informal sessions.

## Work Experience and On-the-Job Training

The on-the-job component provides the major emphasis of the program--that is, the development of entry-level job skills. Enrollees are at their training sites between ten and fifteen hours per week while school is in progress and twenty to thirty hours when school is not in session.

On-the-job slots are made available in such private sector organizations as: agricultural construction, animal care, antique dealership/repair, auto body repair, automotive repair, baking, carpentry, child care, clerical (general), data processing, dental assisting, electronics, flower arranging/greenhouse operations, furniture sales/repair, geriatric aide, hair styling/salon operation, library generalist, lumberyard operation, machinist (general), motorcycle repair, newspaper generalist, photography, plumbing, printing, radio advertising, retail sales, service station operation, samll engine repair, teacher aide, tire/front-end specialist, and veterinarian aide.

Students' training allowances are paid through YETP and employers may receive sixty cents per hour for a period of six months for expenses incurred as a result of training the student (equipment costs, spoiled materials, training time, etc.).

For the fiscal year 1979 CDEEP served a total of seventy-nine students. As an indication of program success, a positive termination rate of seventy-six percent was reached. The program goal was fifty percent positive terminations. Also, using progress reports, trainers rated students on twelve employee characteristics. Six traits were identified by the trainers as most important to employability. CDEEP students were rated by their employers as "good" in all six of those traits.

## Placement

Placement is viewed in CDEEP as an extension of the on-the-job training process; students seeking placement in positions other than their OJT opportunities are provided indirect placement services through employer names and addresses and the job-seeking skills developed during the weekly class sessions.

# GOVERNOR'S YOUTH EMPLOYMENT AND TRAINING PROGRAM

| | |
|---|---|
| Location: | Keokuk, Iowa |
| Educational Agency: | Keokuk Community School District |
| Prime Sponsor: | Balance of Iowa |
| Funding: | $168,123 - YETP |
| Target Group(s): | Rural in-school youth; potential and former dropouts |
| Contact: | Don Davis, Director<br>YETP<br>Box 128<br>Keokuk, Iowa 52652<br>(319) 524-9181 |

## OVERVIEW

One of the few YETP programs in the state to be offered through the LEA rather than the regional education agency, the Keokuk program offers assessment, work experience, support services and placement to high school students identified as potential dropouts and dropouts willing to re-enter the school setting. Over seventy-three students from Keokuk Senior High School or the community alternative school have entered the program since October, 1978; approximately twenty-five of the participants have returned to school for completion of graduation requirements or GED preparation through their involvement in the program. The commitment of the community through implementation of the YETP programs and other dropout prevention or reduction activities has led to a less than ten percent dropout rate for the first time in six years in the Keokuk area.

## ROLE OF VOCATIONAL EDUCATION

The Director of the project has recent experience as a consultant in vocational and career education for the Iowa State Department of Public Instruction. In that capacity, he was involved with the development of YETP/education program models at the regional and local levels such as the one used by the Keokuk School District in establishing the YETP program.

Students enrolled in the program are assessed as to their vocational interests and experience in order to match work experience and job placements to career goals. Participants enrolled in vocational cooperative courses are placed in work experience positions matched to their cooperative area and receive cooperative credit for their participation.

## PRIME SPONSOR INVOLVEMENT

In addition to monitoring requirements, representatives from the Office of Planning and Programming have participated in the Keokuk program since the planning and development stages. A representative from the Office of CETA Youth Programs and the Program Director attended an HEW-sponsored series of workshops on youth programs in the spring of 1978; together they incorporated many of the ideas from the workshops into the Keokuk project. The prime sponsor provides in-service training (through workshops) to youth program staffs throughout the state.

## PROGRAM ACTIVITIES

### Administrative Affairs

The administrative officer for the program is the Superintendent of Schools who is in frequent contact with the Project Director to discuss the status of the program or resolve problems. Accounting and payroll activities for the project are processed through the LEA.

### Outreach, Assessment, Counseling, and Supportive Services

Students are referred to the program through self-referral, teachers, counselors, principals or community service agencies. The community is small--16,000--and most agencies and organizations in the area are familiar with the program and frequently participate in referrals. The Project Director interviews each of the students to explain the program and to certify for CETA eligibility. Assessment is accomplished during interviews with the Director and through contact with the teachers and counselors in the school concerning the students' skills, aptitudes, and interests. The Director provides individual counseling as needed throughout the students' involvement in the program. Students may receive support services of transportation and/or child-care allowances as necessary.

### Non-Skills Oriented Training

After the student has worked on a job site for two or three weeks, the Project Director meets with the supervisor to determine what remedial skills, such as math or reading, are necessary for the student in order to complete the job satisfactorily. The Project Director then returns to the school counselor or appropriate teacher and assists in arranging services for the student.

## Institutional Occupational Skills Training

Employability skills classes are available at the community alternative school; the Project Director works closely with the teachers in identifying and/or developing appropriate materials.

Plans for preparing students in employability and survival skills through in-class instruction in some of the participating high schools are underway. The classes should be a regular part of the program during the the 1979-80 school year.

## Work Experience

Work experience with public or private employers on an after-school basis is the major component of the program. Students work on the job up to 15 hours a week during the school year and full-time in the summer. The Project Director meets with students on the job site every other week when he delivers paychecks to employers, who in turn deliver them to students; this process is used to increase the bond between employer and employee.

## Placement

Program completers are assisted in permanent job placement through the Director's job development and referral efforts or through indirect referrals. Local employers who have participated in the work experience component have frequently hired students on a permanent basis.

## GOVERNOR'S YOUTH EMPLOYMENT AND TRAINING PROGRAM

*Location:* Ottumwa, Iowa

*Educational Agency:* Area Educational Agency Number 15 (AEA-15)

*Prime Sponsor:* Balance of Iowa

*Funding:* $180,527 - YETP

*In-Kind Contribution:* AEA-15 donates support services

*Target Group(s):* In-school youth, ages 16-19

*Contact:*
Ronald Shafer, Coordinator of YETP
Area Educational Agency Number 15
P.O. Box 498
Ottumwa, Iowa 52501

### OVERVIEW

Twenty-one high schools within the service district of the Area Education Agency Number 15 (AEA-15) are involved in a YETP program serving in-school youth between the ages of sixteen and nineteen. The Project Coordinator visits each of the schools to meet with students, who number approximately forty-seven, and arrange appropriate activities. During a one-week orientation session, participants are offered career information and counseling, assessment of vocational interests and aptitudes, pre-employment workshops and tours of local businesses.

An individualized job plan is developed during this week which the Program Coordinator uses in developing job sites for an on-the-job training component. Students work in the subsidized on-the-job training slots for fifteen hours per week during the school year and up to thirty hours per week in the summer. Placement assistance is provided by the Coordinator.

### ROLE OF VOCATIONAL EDUCATION

The Indian Hills Community College, through a service agreement with the Area Education Agency, offers a range of counseling, assessment, and pre-employment services to the program participants during the one-week orientation phase.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor provides technical assistance, in-service training through an annual workshop, and monitoring of the Governor's YETP program. The Project Coordinator contacts the prime sponsor's representative for clarification on regulations or assistance in applying for grants.

## PROGRAM ACTIVITIES

### Administrative Affairs

Administrative responsibility for the program lies with the regional level, the Area Education Agency Number 15, through a contract with the balance of state, the Governor's Office for Planning and Programming. A non-financial agreement to identify services and modes of delivery are held between the AEA-15 and each of the twenty-one LEA's. Project staff, who are YETP-paid, consists of the Coordinator and one part-time secretary. Administrative costs are reimbursed to the AEA by the YETP grant.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach activities are conducted by the Coordinator through visits to the schools to meet with entire classes, teachers, counselors, and principals. The assessment component, which takes place during the one-week orientation, consits of aptitude testing, such as the General Aptitude Test Battery (GATB) administered and interpreted by the Job Service office, and interest inventories, such as the Strong Vocational Interest Inventory offered at the community college. The Career Information System of Iowa, a computerized occupational information program, assists the students in determining career interests. Support services are contracted through individuals offering job-seeking skills classes or individual counseling.

### Institutional Occupational Skills Training

Employability and Job Survival Skills Workshops are conducted during the orientation week through the combined efforts of the Project Coordinator, counselors of the Indian Hills Community College, and selected individual instructors.

### Work Experience and On-the-Job Training

The on-the-job training placements are in both the public and private sectors; students' training allowances are paid by YETP. A minimum of two weeks of training in entry-level skills is required for the Coordinator to select a position for student placement. The Coordinator visits the work sites one or two times per month to observe students and to meet with employers.

### Placement

Placement in the on-the-job training positions is provided through the combined efforts of the Coordinator and school counselors; the counselors are encouraged to contact employers initially to briefly explain the program and to arrange an appointment for the Coordinator.

A transition plan to assist students in moving from subsidized to unsubsidized employment has been implemented successfully in several cases. The plan varies but involves a gradual transition from thirty hours per week subsidized by the YETP to full-time unsubsidized employment. This plan has been applied primarily during the summer months.

## YES

## Youth Employment Service Center

| | |
|---|---|
| *Location:* | Wichita, Kansas |
| *Educational Agency:* | Wichita Area Vocational-Technical School, Wichita Public School System |
| *Prime Sponsor:* | City of Wichita |
| *Funding:* | $205,000 - YETP |
| *Target Group(s):* | Urban out-of-school youth; dropouts and handicapped |
| *Contact:* | Dr. Lawrence Shrader<br>Coordinator of Cooperative Education, Job-Related Programs<br>Wichita Area Vocational-Technical School<br>301 South Grove Street<br>Wichita, Kansas 67211<br>(316) 265-0771, Ext. 74 |

### OVERVIEW

The YES Center provides transitional services of counseling, assessment, information, placement, and follow-up to high school dropouts and graduates residing in Wichita; priority groups served are the economically disadvantaged and the handicapped. A total of six hundred and seventy-eight youths received one or more of the services from October 1978 through May 1979. One of the unique programs because of its wide range of active support from various sectors of the community, the center was established in 1979 through the combined efforts of education, community, and government leaders who made the determination that employment and career-related education efforts for Wichita youth needed to be expanded and coordinated. The program is housed in a large facility in downtown Wichita, in space shared with other programs for youth sponsored by the Chamber of Commerce and a community-based organization.

Program staff consists of a program director, six counselors, and two clerical assistants. The program counselors, with the exception of one who is employed and paid by the Wichita Job Service, are paid through CETA funds and supervised by the Director. The counselors, however, are considered to be employees of five organizations represented on the Advisory Committee: The City of Wichita Job Teams, Mid-America All Indian Center, Jobs for Progress, the Urban League of Wichita, and Wichita Public Schools. This arrangement is to provide greater coordination with the agencies on the Board and to ensure their representation in center activities.

## ROLE OF VOCATIONAL EDUCATION

The Director of Cooperative Education and Job-Related Programs for the Wichita Area Vo-Tech Center, who serves as administrator of the program, has been actively involved with the Center from the earliest stages of development. Vocational skills training for the youth is obtained through placement in the Area Vo-Tech School, local junior colleges, or apprenticeship programs.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor participates on the Board of Directors, monitors the program through on-site visits to the Center and training sites, provides technical assistance concerning CETA regulations and reporting procedures, and maintains almost daily contact with the Program Director.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Coordinator of Cooperative Education and Jobs Programs for Wichita Public Schools has administrative responsibility for the program; the YES Center Director supervises the staff and oversees day-to-day operations.

The Advisory Committee meets monthly and is involved in policy determination and program development of the YES Center.

### Outreach, Assessment, Counseling, and Supportive Services

Youth come to the YES Center through self-referrals and from community organizations and agencies, particularly those represented on the committee. Letters are sent from YES counselors to all students who withdraw from school during the school year to inform them of the services available at the Center. The YES counselors certify youth interested in skills training for CETA eligibility and refer the information to the Employment and Training Office for verification. Extensive or large-scale outreach activities are frequently handled through the efforts of the participating organizations; for example, the Chamber of Commerce during the 1978 year of operation mailed over three thousand five hundred pamphlets to area organizations informing them of the YES Center.

Assessment instruments to establish job information, personal data and educational level are administered to all youth during an intake interview. Students who want a more extensive assessment of aptitude, skills and interests have this service available to them through YES Center referral to the Vocational Assessment Center, operated by the Area Vocational-Technical School. Youth who are attempting to be placed in subsidized training slots must go through the complete assessment process. Other youth have the option of choosing which assessment tools they would like to use, such as the California Assessment Program (CAP), administered and interpreted at the Vocational Assessment Center; the GATB, administered and interpreted through Job Services Office; and a series of interest surveys available at the Center.

The YES Center library provides extensive material through film strips and booklets on high school vocational curricula. high school equivalency opportunities, postsecondary alternatives, information describing careers, job vacancy information (made available through Job Services), job applications and human relations, etc.

Counseling is provided for personal, educational and vocational needs of youth. Sessions may result in referral to other community agencies for assistance in resolving problems of health, housing, financial assistance, etc.

## Non-Skills Oriented Training

Referrals for remedial education, in preparation for either the General Education Development or the APL (Adult Performance Level) are made by the the YES counselor, who arranges an appointment or actually assists in the enrollment process. In May 1979, seventy-three youth working toward their GED in the Wichita area received training allowances (paid by YETP) through the YES Center.

## Institutional Occupational Skills Training

Skills training referrals may be to the Wichita Area Voc-Tech School, private trade schools, junior colleges, or apprenticeships. Those who receive subsidized training allowances through YETP funds are provided with follow-up services by the YES counselors, including on-site visitis, conferences with training counselors at the training sites, and telephone contact with students. Students may receive training allowances for up to two years; they must attend classes or training activities a minimum of fifteen hours per week, maximum of forty; minimum wage is provided as the training allowance. Ninety-three youth have been placed in subsidized training slots at the postsecondary level since October 1978. The largest number of these postsecondary students, (forty-one) have been placed in the Wichita Area Vocational-Technical School.

Workshops are available at the Center for those students who desire employment, but who lack appropriate employability skills such as job interviewing, appropriate dress, attitude, etc. Some students are referred to the two-hour workshop on the first visit; others complete the two-hour session after failing to find employment following one or two referrals for jobs.

## Placement

Placement is accomplished through direct and indirect placement activities of the YES counselors, including efforts in job development and job creating through telephone contact. Job Services has made available readers and microfiche of job openings in the Wichita area. Follow-up is provided to youth placed in both training and employment activities. Within thirty days of placement a staff member will check, through personal visit, telephone or correspondence, with an official at the site on the youth's adjustment and progress. During the same thirty-day interval, the youth will be contacted personally. Follow-up of these contacts depends upon the existence of any problems. Education and training follow-up ends with the thirty day check-up except for those youth who are in subsidized training slots. Monthly follow-up visits or contacts are provided for subsidized youth. Youth in employment receive follow-up through a ninety-day interval, by personal visitation, telephone or correspondence. At the end of ninety days, the staff member ends follow-up activities unless further assistance is requested by the youth or the employer.

# CAREER EXPLORATION

*Location:* Bowling Green, Kentucky

*Educational Agency:* State Bureau of Vocational Education

*Prime Sponsor:* Governor's Office

*Funding:* $128,000 - YETP, Governor's Special Grants ($84,500 - Career Exploration; $43,500 - Youth Employment Team)

*Target Group(s):* Urban and rural in-school youth, dropouts and urban high school graduates

*Contact:*
Louis H. Shelton, Executive Director
Full Employment Commission
516 Third Street
Bowling Green, Kentucky 42101
(502)781-4353

## OVERVIEW

Career Exploration is one component of a Youth Employment and Demonstration project operated by the Full Employment Commission and administered by the State Bureau of Vocational Education. The Career Exploration component provides one hundred twenty subsidized positions through the Bowling Green Manpower Training Center. Youth explore non-traditional vocational careers through a combination of classroom and interest-related job site experience. Training also provides basic employment skills and occupational and vocational counseling.

The project organization centers on a Youth Employment Team, a second program component, which works closely with both area high school counselors and counselors located in the Adult Learning Center of the Manpower Training Center. This team, established by the Full Employment Commission, serves a pivotal role between the counselors and the State Bureau for Manpower Services, Kentucky's Employment Security agency. A third program component, the Work Experience Program, is funded through the Balance of Kentucky. All three components--Career Exploration, Youth Employment Team, and Work Experience--are operated as one program through the coordination of the Full Employment Commission.

## ROLE OF VOCATIONAL EDUCATION

The State Bureau of Vocational Education administers the Career Exploration Component and is responsible for hiring personnel. The Manpower Training Center, owned and operated by the Bureau of Vocational Education, houses the Youth Employment team and the Career Exploration Program.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor maintains contact with the program through the Full Employment Commission as the Commission controls program funds. The prime sponsor's primary functions reside in contracting and monitoring.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Full Employment Commission is the primary contractor with the prime sponsor. There is a separate contract between the Commission and the Bureau of Vocational Education which provides for reimbursement to the Bureau. The Full Employment Commission established the Youth Employment Team (YET) consisting of five persons: a director, three employment counselors/interviewers, and a bookkeeper/clerk. The director serves as a project coordinator and employment counselors/interviewers provide services not provided by the Bureau for Manpower Services staff.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach is conducted in local high schools through employment counselors/interviewers assigned to each school. Out-of-school youth are contacted by YET employment counselors/interviewers from dropout lists obtained through the city and county school boards. YET staff determine eligibility and conduct orientation and counseling sessions. Additional counseling is available through the Career Exploration and Work Experience components.

### Non-Skills Oriented Training

The YET determines the training needs of each individual during a re-interview session following the application process. Students in need of a GED may be referred to the Learning Lab at the Manpower Training Center.

### Institutional Occupational Skills Training

The Career Exploration Component involves individualized instruction for three hours a day over a nine week period. The course includes units on introduction to the world of work, personal appearance, job survival skills, and career exploration of non-traditional vocations. Following

Career Exploration (including classroom and job site exploration), participants may be enrolled in school, vocational classes at the Manpower Training Center, or placed on a job.

## Work Experience and On-the-Job Training

Following classroom exploration, participants are matched to a job site in a private or non-profit organization. Job site experience includes shadowing and some hands-on experience. Students who do not do through Career Exploration may be placed by YET directly in a work experience component or on-the-job training component.

## Placement

The Bureau for Manpower Services provides a liaison person to work with YET. Through this person, all services of the Bureau are made available. Job development and placement services are augmented by the YET interviewer/counselors who are familiar with the youth participants.

# YOUTH EMPLOYMENT AND TRAINING PROGRAM

*Location:* Jena, Louisiana

*Educational Agency:* Avoyelles Vocational-Technical Institute; Six parish (county) school systems

*Prime Sponsor:* Balance of Louisiana

*Funding:* $394,486 - YETP

*Target Group(s):* Rural in-school youth; dropouts

*Contact:*
Ms. Billy O. Walters, Supervisor
YETP
P. O. Box 1090
Jena, Louisiana 71342
(318) 992-8264

## OVERVIEW

Work experience matched to vocational education programs for high school students and skills training at a vocational-technical institute for dropouts are the primary activities of the LaSalle YETP program. More than 160 youth in six (6) parishes (counties) within the balance of state have participated in the program since early 1979. Students in five (5) of the parishes are high school vocational students who work ten to fifteen (10-15) hours per week during the school year and thirty-two (32) hours during the summer in public, non-profit agencies. Work experience placements are developed which provide further skill development in the student's selected vocational area. Vocational cooperative credit is awarded in many cases, and minimum wage through YETP is paid for work experience activities. Coordination of efforts with vocational teachers and counselors in the schools served is considered essential by the program staff in order to match students' areas of training to meaningful work experience placements.

Vocational skills training at Avoyelles Vocational-Technical Institute is provided in the remaining parish served; dropouts or non-college bound graduates attend classes six (6) hours per day and receive training allowances (at minimum wage) through YETP.

All participants have access to counseling, placement assistance, and other transition services through the YETP program.

## ROLE OF VOCATIONAL EDUCATION

Vocational education students at the high school level are provided with work experience matched to their chosen vocational area plus a range of transition services through the YETP program. Vocational cooperative credit is awarded to many of the participants.

The Avoyelles Vocational-Technical Institute, through an agreement with the YETP program, provides skills training and supportive services to high school dropouts; these participants work toward two-year vocational certificates in such areas as diesel mechanics, brick masonry, nursing, business and office education, welding, auto mechanics, refrigeration and air conditioning, and carpentry.

All participants must be interested in preparing for a vocation and must be signed up for vocational skills classes through either their regular high school or the vocational-technical school.

## PRIME SPONSOR INVOLVEMENT

The Balance of State prime sponsor provides assistance in the operation of the LaSalle program through frequent meetings or telephone contacts with the Program Supervisor. In addition to CETA monitoring functions, the prime sponsor assists in such areas as making program changes, interpreting regulations, and expanding services.

## PROGRAM ACTIVITIES

### Administrative Affairs

The LaSalle Police Jury (governing body for LaSalle Parish), as subcontractor to the Department of Labor, balance of state office, has contractual responsibility for operation of the program. Two YETP counselors--one full time and one part time--report to the program supervisor, who administers the day-to-day affairs of the program and compiles program data reports which are forwarded to the LaSalle Police Jury and to the Department of Labor, balance of state.

### Outreach, Assessment, Counseling, and Supportive Services

Referrals to the program come from school counselors, teachers, and principals. The YETP counselor interviews prospective participants, explains the program, screens students for eligibility, and provides career and personal counseling services.

## Institutional Occupational Skills Training

Skills training at the vocational-technical institute is provided in the areas of diesel mechanics, brick masonry, nursing, business education, welding, auto mechanics, refrigeration and air conditioning, and carpentry. General vocational classes are required of participants in the career employment experience program.

## Work Experience and On-the-Job Training

Work experience slots for enrollees in the career employment experience program are provided throughout the community. There is a strong emphasis on matching work experience duties with students' vocational courses, to the extent that one work experience slot was refused because it had no relation to the student's vocational curriculum or training. Some participants receive cooperative credit for their work, and others receive regular academic credit.

## Placement

Direct placement services are provided to program participants by the half-time YETP counselor at the vocational-technical school. Some additional placement services are offered by individual school guidance departments.

## YOUTH EMPLOYMENT AND TRAINING PROGRAM

*Location:* Oberlin, Louisiana

*Educational Agency:* Three parish (county) school systems; Oakdale Vocational-Technical School

*Prime Sponsor:* Balance of Louisiana

*Funding:* $220,911 - YETP

*Target Group(s):* Rural in-school youth

*Contact:*
Shirley Manuel, Director/Supervisor
Allen County Police Jury
P.O. Drawer G
Oberlin, Louisiana 70655
(318) 639-2732

### OVERVIEW

Seventy-eight high school students in three Louisiana parishes (comparable to counties) are enrolled in skills training courses with work experience placements matched to the students' vocational program areas. The YETP-funded program is operated by the governing body of Allen Parish through a subcontract with the Department of Labor. Students in two of the parishes attend one hour per day of skills training and two hours working at the school in a job which must be related to the class: business and office students are placed in the main office or the counselor's office, for example. The third parish offers skills training at Oakdale Vocational-Technical School for three hours per day; work experience placements matched to the skill areas are made during the summer months. Participants are paid minimum wage through YETP funds for training and work experience hours.

### ROLE OF VOCATIONAL EDUCATION

Skill development through vocational education programs is a major focus of the program; all program participants must enroll in skills training courses in their home high schools or the vocational-technical school. Vocational teachers and counselors and the YETP staff work together to coordinate program activities.

## PRIME SPONSOR INVOLVEMENT

The Louisiana Department of Labor (balance of state) subcontracts with Allen Parish Police Jury (the governing body) to operate the YETP program. The BOS office is in frequent contact with the program staff to determine policy, resolve administrative and operational concerns, and to provide assistance in interpreting regulations.

## PROGRAM ACTIVITIES

### Administrative Affairs

The program staff consists of a Director/Supervisor (who handles day to day administrative matters) and two counselors. All are paid through various titles of CETA. The Allen Police Jury, as the subcontracting agent, has direct input in the program through the review of reports and assistance in the development of policy. The Department of Labor maintains overall administrative responsibility.

### Outreach, Assessment, Counseling and Supportive Services

Outreach, assessment, and counseling are provided through the coordinated efforts of YETP staff and school personnel. YETP counselors travel to the schools to interview prospective students (referred by counselors, teachers, or principals) and to determine eligibility status. Assessment of the students' vocational interest areas is based on interviews with students and previous coursework.

### Institutional Occupational Skills Training

All participants must enroll in vocational skills courses at their home high schools or the vocational-technical school. Regular credit is awarded for the class work. Program areas include auto mechanics, business and office education, and technical and industrial education.

### Work Experience and On-the-Job Training

Work experience placements are required by the subcontract to be matched to the students' vocational skill areas (much like a vocational co-op program). Students attending the high school programs work at their home school; the vocational-technical school participants gain work experience during the summer.

### Placement

Placements in the work experience positions are developed by the YETP counselors, vocational teachers and school counselors.

## YETP - YIEPP

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|---|---|
| Location: | Baltimore, Maryland |
| Educational Agency: | Baltimore Public Schools |
| Prime Sponsor: | Baltimore Consortium |
| Funding: | $ 3,800,000 - YETP<br>$37,500,000 - YIEPP |
| In-Kind Contributions: | The schools contribute a principal, two (2) assistant principals and teachers to Harbor City Learning; a teacher coordinator and three (3) early childhood education centers are provided to The Parent-Infant Center; Funds to jointly support a student resource center. |
| Target Group(s): | In-school youth and dropouts in an urban area |
| Contact: | Steve Kaiser<br>Public Information Officer<br>Mayor's Office of Manpower<br>701 St. Paul Street<br>Baltimore, Maryland 21202<br>(301) 396-5586 |

### OVERVIEW

Baltimore combines its available resources to provide a variety of educational experiences geared to the educational level of youth. There is a strong emphasis on alternative schools and integration of programs such that a youth could enter at any point in the system and work through from program to program to attain a degree. Four components are built into each program: 1) education; 2) work experience related to education and vocational interests; 3) employability development skills; and 4) supportive services. Programs are designed to serve youth based on their reading level. There are five hundred slots available in six different programs serving enrollees with a fifth grade reading level or below. Youth reading at a fifth to eighth grade level may be served by an extended day vocational program under YIEPP or through Harbor City Learning. Harbor City serves thirteen hundred dropouts in an out-of-school setting; it also has an in-school component. Youth reading at a seventh grade level or better may attend the Middle College program operated at a community college.

## ROLE OF VOCATIONAL EDUCATION

Baltimore has strong links with vocational education through many different programs. Seventy-five percent of the YETP monies are coordinated with the schools and the Mayor's Office of Manpower. For example, the YIEPP program, which is an extended day vocational program, serves dropouts in two vocational schools which are kept open after hours for students. Fully half of the dropouts served who have a fifth grade reading level or below are served by the Francis M. Wood School. This is a new vocational school in Baltimore which has reserved two hundred and fifty slots for returning dropouts. The Harbor City Learning out-of-school component consists of six mini-schools organized around vocational clusters. The schools have helped in modifying the curriculum for each vocational cluster. The Middle College program has two phases: one which is basically GED preparation, and the second which focuses on specific trades.

## PRIME SPONSOR INVOLVEMENT

The Mayor's Office of Manpower plays a central role in the operation of all CETA-funded programs, contributing staff as well as funds. The prime sponsor provides cluster coordinators for Harbor City Learning who serve as principals for each mini-school and who coordinate all the functions in a particular cluster. The prime also provides a support staff including work site monitors and payroll staff. The work site monitor teaches a class in employability development. For the YIEPP program the prime sponsor did a survey of dropouts involved in the program to determine how they might better be served. The prime sponsor is in touch with many community groups for the purposes of providing labor market information and job projections. There is also a central marketing system for locating job sites housed within the prime sponsor's office.

## PROGRAM ACTIVITIES

### Administrative Affairs

The school system has been helpful in modifying the curriculum for Harbor City Learning. The school system has been asked to present a curriculum plan for each vocational cluster and lay out the total two-year program to show how each course relates to the vocational career area. There is a great deal of cooperation in the use of facilities including the use of vocational centers after hours for the YIEPP program. Also, at Harbor City, half of the clusters take place in regular school buildings. There is a student learning resource center which is jointly funded by the school and the Mayor's Office of Manpower.

## Outreach, Assessment, Counseling, and Supportive Services

Outreach is performed by Manpower Service Centers which are decentralized intake centers. Harbor City has six mini-schools organized around vocational clusters with an additional exploration cluster that is used for intake. One of the strong elements of support in Harbor City is the Parent-Infant Center. There is a teacher-coordinator, three early childhood education teachers, five teacher aides who are paid for through public service employment, and eight Harbor City Learning students from the Community Services cluster who are assigned as part of their work. This center services about thirty-five children ages 3 months to 5 years. It offers day-care, early childhood education and parenting skills. The classes are held for students in Harbor City Learning who have children placed at the Center. The students are required to attend parenting education at the Center. They learn topics from birth control through child development. These are taught by the teacher-coordinator. Part of their time is spent in interaction with their child and they learn to identify growing stages. At the Middle College, students who experience difficulty after they enter the second phase may be referred to their Middle College instructors for extra help in completing work.

## Non-Skills Oriented Training

It was found that more youth in the lower reading ranges were coming back into programs than had originally been expected. A program was started between the Mayor's Office of Manpower and Commercial Credit, a Division of Control Data Corporation, to jointly fund an Adult Learning Center. The program involves a computer-based learning program known as PLATO. YIEPP funds purchase seventy-two slots and eight additional terminals to assist youth for two hours a day.

## Institutional Occupational Skills Training

Students at the Francis M. Wood School receive two periods of academic courses and two of vocational shop classes each day. These vocational courses range from food services to carpentry, industrial maintenance (including construction) and health. There are two hundred students each in five vocational clusters at Harbor City. The five clusters are business, health, communications, community services and environmental services. Courses for the students in academics are modified to reflect the vocational cluster they are in. They alternate between two weeks in school and two weeks at work. The YIEPP program operates extended day vocational programs for dropouts. The schools keep the vocational centers open four extra hours a day and the teachers who work there are those who have expressed an interest and will stay the extra time to teach the students. They are paid overtime from YIEPP funds. Students in this program receive two hours of vocational classroom experience including such things as upholstery and print making. These students also receive two hours of academic classes and fifteen hours a week of work. Students at the Middle College receive training in ten occupational trade areas after they enter the second phase. One of the first trade areas available was related to port careers including oceanography and harbor trade international management. They now have ten occupational clusters including clerical, construction, and banking or finance. The vocational clusters chosen for Harbor City Learning are based on labor market information. This information is a determination of the needs of the Baltimore area for the next year, five years, etc. There are vocational advisory councils for all major occupations in Baltimore and there are various other groups including government and research organizations, who project the needs for their particular areas.

### Work Experience and On-the-Job Training

An attempt is made to relate the work experience of students in all programs to their vocational interest or the vocational training which they are receiving. Dropouts in the Frances M. Wood school work three hours a day, five days a week. At Harbor City, students alternate two weeks in school and two weeks at work. Students in extended day vocational programs work fifteen hours a week. Students in the Middle College go to classes three days a week and work two days. Students in Harbor City may get a diploma by staying in the program or there is a GED option for those who cannot earn enough credits or do not want to go for two years, the maximum time they may stay at Harbor City. Students receive academic credit based on their hours on the job and in class. In addition to the number of hours on the job, students are evaluated three times a year by their work site supervisor. Evaluations are made in thirteen areas on a scale of 1 to 5. These items include such things as getting along with peers, ability to complete assignments, ability to follow instructions, etc. A student must obtain a 2.5 or better overall to get credit.

### Placement

Local vocational education advisory councils, the Ramsey Conference group (a private employer advisory group), the school system and the prime sponsors are in a continual process of re-assessing those vocations in Baltimore for which there is a need and will continue to be a need for graduates.

## VOCATIONAL SKILLS TRAINING AND WORK EXPERIENCE

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|---|---|
| *Location:* | Denton, Maryland |
| *Educational Agency:* | Caroline County Board of Education |
| *Prime Sponsor:* | Balance of Maryland |
| *Funding:* | $116,613 - YETP |
| *Target Group(s):* | Handicapped in-school students in a rural area |
| *Contact:* | James R. Duer<br>Supervisor of Secondary Instruction<br>(Local Vocational Education Director)<br>Caroline County Board of Education<br>Market Street<br>Denton, Maryland 21269<br>(301) 479-1460 |

### OVERVIEW

The Vocational Skills Training and Work Experience program couples hands-on-work experience with vocational skills training. The work experience projects are available in five vocational skill areas and are conducted after regular school hours for a total of five hours a week. Students are drawn from vocational handicapped and disadvantaged programs in two high schools.

The approach of this program results in skill training being targeted on students most in need of services. The majority of students in the program are black and eighty to ninety percent are mentally handicapped. Students are provided either work study related to their current training or a combination of training and work study.

### ROLE OF VOCATIONAL EDUCATION

The Local Director of Vocational Education was responsible for the development of this program and serves as liaison with the prime sponsor. Regular vocational education instructors are utilized to provide training. The vocational guidance program serves both regular and CETA programs and is funded by both vocational education and CETA. The vocational counselor coordinates the placement of regular, handicapped, disadvantaged, and YETP students. The vocational principal is the administrator and direct manager of the program.

## PRIME SPONSOR INVOLVEMENT

The balance of state prime sponsor originally made a presentation to local directors of vocational education in Maryland to encourage the initiation of YETP programs. The prime wrote the proposal for the second year of the Vocational Skills Training and Work Experience program, basing it on the first year's program. A CETA/Employment Security Administration counselor frequently holds training or meetings for program staff on such topics as how to fill out forms and meets with the career counselor at the vocational center to cooperatively develop placement plans. The prime sponsor is also responsible for monitoring and meets with program staff formally twice a year to discuss progress and problems.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Local Vocational Education Director, as initator of the program, wrote the proposal, hired the career counselor and sends in the forms to the state. This mechanism provides a natural bridge to incorporating the program as a part of overall school functioning.

### Outreach, Assessment, Counseling, and Supportive Services

The teacher of the vocationally handicapped program makes referrals as do a work-study coordinator, counselors, other administrators and vocational counselors. Students are then interviewed by the CETA counselor who is employed by the State Manpower Planning offices. This interview determines eligibility. Counseling is provided throughout the program by the career counselor and teachers. The career counselor actually goes with students to job interviews, and counsels them on personal problems.

### Non-Skills Oriented Training

Students receive other needed training through the vocational handicapped or disadvantaged programs. The vocational disadvantaged remediation program is similar to the vocational handicapped program and gives full school coverage including history and science. Both operate through small group sessions with the help of aides and teachers. Career information is provided through learning packets and the career counselor is responsible for supervising their use.

### Institutional Occupational Skills Training

Skill training is the core of the program and includes: small engine maintenance, nursing aide, construction, or furniture refinishing. An example of such training would be working with audio-visual equipment to learn how to do repairs. The vocational education instructors are paid by CETA for their extra time. Classes are offered with a student teacher ratio of 1:5 or 1:10. Occupational survival skills are offered on a one-to-one basis as needed. Students in the vocational handicapped program already receive survival skills training.

## Work Experience and On-the-Job Training

The title of the program differentiates between the types of projects students may work on after school. For example, if students are involved in a project doing printing for the school or repairing vehicles for the Board of Education, this is essentially employment experience rather than training. Five types of jobs are offered in the program with supervision provided by an instructor. Students are paid minimum wage and receive academic credit for skills learned through the employment experience.

## Placement

The program attempted to place students as jobs become available. The career counselor canvasses the community to locate jobs. The vocational handicapped program work-study coordinator is also used as a resource for locating jobs and is paid through program funds. Placement following program participation is handled through the CETA/ESA counselor.

# NON-TRADITIONAL TRADES EXPLORATION PROJECT

## "Mini-Vocational Programs"

| | |
|---|---|
| *Location:* | Hagerstown, Maryland |
| *Educational Agency:* | Board of Education of Washington County |
| *Prime Sponsor:* | Western Maryland Consortium |
| *Funding:* | YETP |
| *Target Group(s):* | Urban and rural youth, 14-21 |
| *Contact:* | A. Thomas Oyster<br>Supervisor of Vocational Education<br>Washington County Board of Education<br>Post Office Box 730<br>Hagerstown, Maryland 21740 |

## OVERVIEW

The Non-Traditional Trades Exploration Project was designed to accomplish the objectives of increasing the number of students in non-traditional vocational programs and helping teachers develop attitudes supportive of students in their non-traditional programs.

The project faculty includes a director, an evaluator and eight teachers, one of whom serves as project coordinator. The first seven days involve teacher in-service activities and include such topics as an overview of project objectives and activities, discussions of Federal legislation and Civil Rights Guidelines, possible problems in teaching non-traditional programs, examination of sex fair methods and materials, a preview of audiovisual materials which promote a non-traditional approach to career choice, and the administration of an Attitude Survey Pretest.

Approximately forty students pre-registered for the summer 1979 three-week teaching session. Students attend the Washington County Career Studies Center for two and one-half hours a day, five days a week for three weeks. They complete an Attitude Survey Pre-test, decide on three occupational/trade areas they wish to explore (one choice is required to be non-traditional) , and tour the schools, visiting each trade area included in the project. Occupational trade areas offered are: auto servicing; carpentry, clerical practices, home care management, horticulture, masonry, personal grooming, and sheet metal. The students spend five days in each trade area learning about basic tools of the trade and about the variety of jobs related to the trade. Basic skills in using the tools in "hand-on" activities are learned. Several shops actually construct projects. Teachers hold a three-day debriefing session in which they discuss attitudes and teaching strategies and make project recommendations. The Attitude Survey Post-Test is given and teachers discuss changes in their own attitudes about teaching the non-traditional student. Many of the teachers' observations and suggestions are incorporated into the project recommendations.

## ROLE OF VOCATIONAL EDUCATION

Classes are held in a vocational (Career Studies) facility and are taught by vocationally certified teachers using school equipment.

## PRIME SPONSOR INVOLVEMENT

The Operations Manager for the Washington County Office of the Western Maryland CETA Consortium met in the spring of 1979 with the Supervisor of Vocational Programs for Washington County and other education and CETA representatives to plan and develop partnership projects which would meet the needs of county clients. This project is one of the three joint efforts resulting from their cooperative planning. Subsequent projects for the 1979-1980 year are being developed.

## PROGRAM ACTIVITIES

### Administrative Affairs

The project director and the project coordinator (who was one of the eight teachers) handle the day-to-day administration of project activities. An evaluator supervises both faculty and student Attitude Survey Pre-and Post-tests and other project evaluative activities.

### Outreach, Assessment, Counseling and Supportive Services

Outreach activities carried out by project personnel include newspaper advertisements, student handouts at schools involved in the program, paid and public service ads on adult and teen radio stations and flyers including registration blanks. Counseling is provided on an informal basis by the individual teachers. Transportation to the Career Center is provided through use of the commuter bus system.

### Institutional Occupational Skills Training

This project is an exploratory experience lasting three weeks, but students do receive some "hands-on" training in trade areas of their choice and in one non-traditional area.

## PROJECT JOBS

### Job Opportunity Benefits for Students

| | |
|---|---|
| *Location:* | Rockville, Maryland |
| *Educational Agency:* | Montgomery County Public Schools |
| *Prime Sponsor:* | Montgomery County |
| *Funding:* | $315,000 - YETP |
| *Target Group(s):* | Urban and rural in-school youth, ages 16-19 |
| *Contact:* | Dr. Frank Carricato, Project Director and County Director of Career and Vocational Education<br>Montgomery County Public Schools<br>850 North Hungerford Drive<br>Rockville, Maryland 20850<br>(301) 279-3567 |

### OVERVIEW

Project JOBS (Job Opportunity Benefits for Students) is a three-phase classroom training and OJT program for one hundred and twenty-five economically disadvantaged students. Of the twenty-two high schools in the county, twelve have students who participate in the program; priority is given to schools with high minority populations. Classroom activities take place in eight "base" schools.

Activities are divided into three phases. Phase One consists of nine weeks of classroom instruction in career awareness, decision-making, and job-seeking skills during extended-day sessions (two hours per day, Monday through Friday). Phase Two, also nine weeks of classroom instruction, concentrates on exploratory activities and assessment of vocational interests, aptitudes, and skill levels. Phase Three, lasting eighteen weeks, consists of placement in vocational training courses in the schools and/or into on-the-job training with private employers. Students receive academic credit for all three phases of the program; they also receive counseling, referral for remedial education or community services, and transportation assistance. Training allowances for classroom activities and wages for OJT are set at minimum or prevailing entry-level wages. Employers are reimbursed up to fifty percent of the student's wages for extraordinary supervision and/or training services provided.

## ROLE OF VOCATIONAL EDUCATION

The Director of Career and Vocational Education for Montgomery County serves as Project Director. His involvement includes writing the proposal, coordinating implementation efforts in the various schools, and determination of program policy.

Vocational skills training is provided to approximately seventy-five percent of the participants in extended-day classes of office occupations, health careers, home maintenance, and small engine repair. Vocationally certified teachers are hired by the project to teach the courses. Equipment and facilities of regular vocational classrooms are used for the extended-day training.

## PRIME SPONSOR INVOLVEMENT

The Director of Youth Programs and the Program Assistant (who fulfills a monitoring function) are frequently involved in various aspects of program planning, implementation, and operations. CETA representatives provided labor market information and assistance in understanding the legislation during the early phases of proposal writing and program implementation.

The CETA Program Assistant pays on-site visits at least weekly to the classrooms and job sites to meet with students, teachers, employers, and program advocates.

A unique relationship between CETA and the program staff has developed which is exemplified in the CETA Program Assistant's participation in classroom training. When a teacher was unable to get to class due to illness, the Program Assistant was called upon to conduct a session on jobs in the Washington Metropolitan Area. Since that time, he has conducted similar sessions in other participating schools, has assisted the students in classroom activities, and has arranged tours of the Employment Service Offices.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Project Director (Director of Career and Vocational Education) has overall administrative responsibility for the program. Day-to-day operations are handled by the Project Coordinator, her assistant, and three advocate teachers who coordinate all services to be provided to individual students. Program offices are located in an elementary school; administrative costs are reimbursed through YETP funds. Eight Montgomery County School teachers are hired to teach the extended-day classes; salaries are paid through CETA.

## Outreach, Assessment, Counseling, and Supportive Services

Outreach and recruitment activities are shared by program staff and school personnel. Literature concerning the program is made available to students; counselors, teachers, and principals frequently refer students to the program. Assessment consists of the administration of vocational interest and aptitude tests by the Advocate Teachers plus interviewing the students, their parents and teachers.

Counseling is provided by the Advocate Teachers, who travel to the schools, homes, or job sites to meet with the students.

Transportation by school bus is provided from the students' home schools to the assigned training schools and back. Transportation allowances to and from work sites are provided as necessary.

## Non-skills Oriented Training

Occupational awareness, orientation, and exploration activities are major focuses of the first two phases of the programs. Films, materials, group activities, field visits, and speakers from the community are incorporated into the classroom time.

Remedial education is offered by the school system. Program staff refers students to remedial programs as needed.

## Institutional Occupational Skills Training

Job survival skills and assessment of vocational skills are built into the second phase of the classroom training.

Skills training in office occupations, small engine repair, etc. is provided during Phase Three for those students who want and/or need training before OJT placement. Placement in training is based upon results of student assessment.

## Work Experience and On-the-Job Training

OJT slots are developed for approximately twenty-five percent of the students during Phase Three of the project. Some students who complete a semester of skills training are then placed in OJT slots. Employers, who may receive up to fifty percent of the students' wages through program funds, frequently choose to bear all costs themselves.

Employers sign OJT contracts and complete lists of competencies which the students are to achieve. Close follow-up through on-site visits and contact with employers is a major function of the advocate teachers.

Summer months are spent in participation in the SPEDY program for many of the Project JOBS students.

## Placement

Placements in the OJT phase are developed by the Student Advocate Teachers. Placement for program completers is offered through providing employer information, referral to the Employment Service, and through job development efforts of the Advocates.

Several of the OJT positions have become permanent employment opportunities. One student who started as a file clerk in a nursery distribution company has been offered permanent employment by the firm. His job duties have been expanded to include accounting clerk training and plant care.

# ETEC

## Energy Training and Education Center

*Location:* Boston, Massachusetts

*Educational Agency:* Education Collaborative for Greater Boston

*Prime Sponsor:* City of Boston

*Funding:* YETP (Youthwork)

*Target Group(s):* Urban and suburban high school students; potential and former dropouts

*Contact:*
Mr. Jim Darr
Education Collaborative for
Greater Boston (EdCo)
20 Kent Street
Brookline, Massachusetts 02146
(617) 738-5600

### OVERVIEW

The Energy Training and Education Center is an alternative education program which is fully accredited by the Boston School System. Traditional school facilities are not used. The students are taught at a site rented by the project. The program is designed for a school year plus a summer term. Students are in the alternative school classes full time for one week, then they go on a job for one week. They stay at a particular job for a three-month period and then rotate to another job site. These jobs are work placement sites with private sector energy industry companies in the community. Students are taught by teachers from the school system whose substitutes are paid by CETA funds. These are teachers of basic academic subjects. The goal is to place the largest possible number of program completers in private sector unsubsidized employment.

### ROLE OF VOCATIONAL EDUCATION

Vocational education representatives were part of a joint committee, along with prime sponsor and subcontractor members, for the writing of the project proposal. The project advisory committee, which meets regularly and also whenever necessary on an ad hoc basis, includes vocational education representation. There is a liaison project staff member in the vocational education office of the Boston school system. There are plans to include this course as a part of the curriculum of the vocational-technical school which is opening next year in the Boston area.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, through the Employment and Economic Policy Administration, shares responsibilities in the area of outreach with project personnel. There was prime sponsor representation on the original proposal-writing committee and there is currently advisory committee representation from the prime sponsor.

## PROGRAM ACTIVITIES

### Administrative Affairs

Day-to-day program administration is the responsibility of project staff from EdCo, a voluntary collaborative of twelve school systems in the Boston area. EdCo is a non-profit corporation operating several interrelated programs in the area of youth employment.

### Outreach, Assessment, Counseling, and Supportive Services

The outreach component of the program includes referrals from guidance counselors at the participating high schools who identify potential dropouts and those students who have already dropped out of traditional programs. The prime sponsor also aids in the outreach efforts by screening welfare records to locate eligible students who might benefit from the program.

Students are encouraged to use available public or private transportation whenever possible; however, assistance is given in locating buses or making necessary arrangements. In some cases, transportation is provided by the project via taxi. No student is referred to a work site unless a means of transportation can be arranged using project resources, the student's own resources or the resources of the employer.

The students are given career counseling and counseling for job-related or ongoing problems during their work experience activities.

### Non-Skills Oriented Training

Students are given diagnostic tests in the basic skills areas, and the resulting information is used primarily as a planning tool. The project offers remedial education to the approximately sixty percent of the students who are found to need these services.

### Institutional Occupational Skills Training

A continuing course entitled "Fundamentals of Employment" is offered throughout the project and teaches occupational survival skills. Skills training is offered at the work sites.

## Work Experience and On-the-Job Training

ETEC students work at job sites in energy-related industries in the private sector. They work full-time at the job site for one week, then go to their basic education classes for a week. Rotation to a different job site occurs generally after three months, but is not automatic. The alternate week system allows for the sharing of a full-time job rather than students being placed in part-time positions. Academic credit is given for the work experience which is related to a classroom course on energy education.

## Placement

The major goal of the project is placement in private unsubsidized employment and placement is considered a project responsibility. The counseling staff is available to help with job placement or selection of continuing schooling.

## PROJECT JOBS

*Location:* Flint, Michigan

*Educational Agency:* Flint Board of Education

*Prime Sponsor:* The GLSF Consortium (Genessee, Lapeer, Shiawassee, Flint Counties)

*Funding:* $232,800 - YETP (Youthwork)

*Target Group(s):* In-school, urban high school seniors

*Contact:*
Dr. Charles Clark
Project Director
Flint Community Schools
925 S. Avon
Flint, MI 48503
(313) 762-1066

### OVERVIEW

Project JOBS is offered jointly by the Vocational Education Department of the Flint Community Schools and the Neighborhood Preservation Association (a community-based organization). Students are enrolled in a vocational course in Housing Rehabilitation. One day a week, after regular school hours, they are involved in a three-hour class in skills training related to housing rehabilitation. These classes are taught by instructors at school. On four days a week, three hours a day, they are at a work site, learning and applying the skills of housing rehabilitation. The training program lasts fifty-two weeks. All participants are considered part of the school's regular Cooperative Education program. Work site experience and training is contracted to the Neighborhood Preservation Association, which employs site foremen with CETA funds. Four schools are involved and two to three NPA work sites provide opportunities for field training.

### ROLE OF VOCATIONAL EDUCATION

The Vocational Coordinator of the Flint Community Schools is the Project Director. School instructors are involved in the class in skills training and related work which is held after regular school hours at the school. The Vocational Education Department provides some of the equipment. School vocational counselors and placement specialists work with Project JOBS students.

## PRIME SPONSOR INVOLVEMENT

The project contract was negotiated between GSLF Consortium and the Flint Board of Education (specifically the Department of Vocational Education). A CETA representative from the Youth Administrative Unit works directly with the schools, assisting in the preparation of reports, visitations of sites, and participating with the advisory committee.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Project Director is the Flint Community Schools' Vocational Coordinator, who works closely with the Executive Director of the Neighborhood Preservation Association. The Vocational Education Department of the Flint Community Schools has administrative responsibility for the project, project reports and accounting.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach is handled by the school with selection of CETA eligible candidates from vocational classes that could be related to home maintenance or repair and related support business or industry areas.

Analysis of client aptitudes both measured and expressed is made early in the program and a personalized Career Plan developed. The Career Plan is the focus of counseling and training throughout the project by the vocational instructor in the classroom component of the program and by the regular school counselors. Support services such as transportation, personal counseling, child care, and vocational information are provided.

### Non-Skills Oriented Training

Remedial training for Basic Skills Competency is available when necessary, based on evaluations of need made by the Placement Coordinator.

### Institutional Occupational Skills Training

Occupational survival skills and skills related to the work experience segment of the project are provided through specially designed classes.

## Work Experience and On-the-Job Training

Participants are assigned a work training schedule for their field-site training. They are assigned to a crew leader responsible for on-job supervision. Leased vehicles and drivers provide transportation to and from the field work sites. Field work sites are houses or apartment buildings owned by a non-profit agency or corporation or a governmental unit. Work sites for support occupations such as clerical or materials and supply positions are also available for assignment.

## Placement

Placement is considered a joint responsibility of the school and the CBO. School counselors and placement staff meet with NPA staff to discuss plans for placement of individual students in employment stations. In addition, the schools have computer terminal linkages with Michigan Employment Security Commission's Job Bank. NPA associations with housing rehabilitation contractors enhance placement opportunities. The Urban League has also offered assistance in placement if desired. Private sector involvement through the Business Advisory Board allows for employer involvement and increases placement opportunities.

An employer no-risk plan is used in the placement process. A prospective employee is paid by CETA funds for a week or two on an exploratory basis. The employer does not have to put the individual on the payroll. Gradually the individual is phased onto the payroll, and the CETA payments lessen as time goes by. This is called on-the-job training allowance. It is helpful both to the employee and the project, which tries to work out any problems that develop during the trial period.

# YOUTH EMPLOYMENT TRAINING PROGRAM

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|---|---|
| *Location:* | Holland, Michigan |
| *Educational Agency* | Holland Public Schools |
| *Prime Sponsor:* | Ottawa County |
| *Funding:* | $85,000-YETP |
| *Target Group(s):* | Potential drop-outs, 14-15 year olds, pregnant teenagers, special needs students in a rural area |
| *Contact:* | Ms. Helen Brownson, Special Needs Coordinator<br>Department of Vocational Education<br>61 West 16th Street<br>Holland, Michigan 49423<br>(616) 392-7038 |

## OVERVIEW

The YETP program provides transitional services and career employment experience to students in five area schools. The program has two components. A pre-vocational component serves students as young as fourteen. These students receive both career exploration and job skill training. The second component serves students enrolled in a certified vocational class who want to participate in a co-op experience. The goal of the program is to provide job placement which will aid in the development of employability skills. Twenty-three students received transitional services while seventy-six students participated in Career employment experience.

## ROLE OF VOCATIONAL EDUCATION

The Department of Vocational Education administers the YETP program as one facet of overall vocational education offerings. Programs were developed through meetings with the vocational education special needs coordinators and counselors in the area schools. The operation of the program through the Department of Vocational Education provided available expertise related to child labor laws, hazardous occupations, and various occupational information such as knowledge of workmen's compensation.

## PRIME SPONSOR INVOLVEMENT

Ottawa County, the prime sponsor, worked closely with the Department of Vocational Education in the development of the YETP program. The prime sponsor has adapted the program to suit the needs of each school system in the county. For the program with the Holland Public Schools, the prime sponsor certifies participant eligibility and provides orientation and in-service education related to rules and regulations for program staff.

In addition to the agreement with Ottawa County, the Holland Public Schools work with the prime sponsor in Allegan. In this instance, there is no financial agreement, but the prime sponsor pays for participant wages and job placement and the school system serves some of their YETP students. However, there are no funds to support any program staff.

## PROGRAM ACTIVITIES

### Administrative Affairs

Program funds support a YETP representative and the classroom trainers. The YETP representative works in the schools as a support coordinator, providing extra support to students who may be having problems on the job site. The YETP representative is a paraprofessional with experience in working with youth. Two of one classroom trainers are regular classroom teachers who are paid for their extra time in teaching a job skills class. The third classroom trainer was hired for the program to meet with students individually one hour a week for job exploration.

The specific activities in the program depend on the school district as programs are specifically designed to meet the needs of the various districts. For example, activities could include family conferences where meetings are held with the parents of handicapped students and the Education Planning and Placement Committee. In one school, an alternative education program was a chosen activity.

### Outreach, Assessment, Counseling and Supportive Services

The YETP representative is located in the schools and performs intake for the program. Assessment is individualized and includes such things as aptitude and interest testing. Students who are severely handicapped in terms of employability may be sent to a sheltered workshop for a four-week assessment. This service is provided through a separate contract that the prime sponsor has but is available for use by the YETP program.

### Non-Skills Oriented Training

Basic skills such as math and reading are obtained through the job skills class or through assignment elsewhere if needed. Remedial needs are also addressed through tutoring on an as needed basis.

## Institutional Occupation Skills Training

Job survival skills are included in the YETP program. Such techniques as role playing are utilized to develop interviewing skills. Students are not paid for time spent attending class. A time clock was purchased with program funds for use in the classroom to simulate a work environment and promote an understanding of punctuality.

## Work Experience and On-the-Job Training

Work experience is varied. Pre-vocational and cooperative education experience includes such jobs as office work in the public and private sector, work as aides in a day care center, and landscaping. In one instance students had an opportunity to do baking in a restaurant located in a school and operated as a class project to serve students. On-the-job training slots have included experience in a furniture manufacturing business, a food processing plant, and a machine shop. All students receive credit and a grade. They must report to both work and the classroom as absenteeism is considered in the grade determination as well as job performance. A special emphasis of the YETP program has been to provide jobs for pregnant teenagers in an alternative education program.

## Placement

The YETP program provides channels for students to progress to permanent unsubsidized employment. On-the-job training slots, of course, include permanent placement. Some students have moved from cooperative placements to jobs in the private sector. Other students have moved from pre-vocational to cooperative placements.

## CETA Programs for Youth

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|---|---|
| *Location:* | Traverse City, Michigan |
| *Educational Agency:* | Four Intermediate School Districts<br>1. Traverse Bay<br>2. Wexford-Missaukee<br>3. Manistee<br>4. Charlevoix-Emmet |
| *Prime Sponsor:* | Northwest Michigan Manpower Consortium |
| *Funding:* | $335,000-Title IIB<br>465,027-Title IVA, YETP<br>892,547-Title IVA, SYEP |
| *Target Group(s):* | In-school and out-of-school, largely rural youth (some re-enrolled dropouts) SYEP/IIB:14-21 years old<br>All other CETA projects: 16-21 years old |
| *Contact:* | Dan Kaczynski, Director<br>CETA Youth Programs<br>Traverse Bay Area Intermediate School District<br>2325 North Garfield Road<br>Traverse City, Michigan 29684<br>(616) 946-8750 |

### OVERVIEW

YETP students attend their home schools for half a day and then come into the Vocational Center in their school district for half a day. Many of them are enrolled in regular cooperative programs; others are in work experience programs that are based on the co-op model. The YETP students are mainstreamed into vocational programs rather than being in separate classes. The program lasts for the school year, but most of these students are directed into the Summer Youth Employment Program (SYEP) during the summer. A component called the Youth Employment Service (YES) handles work experience and placement.

## ROLE OF VOCATIONAL EDUCATION

Four vocational directors comprise the consortium (COVE) which supervises the program operations in the four districts. The initiation and planning of coordinated activities was carried out by the four vocational directors, and they continue to provide counseling, placement and educational activities geared toward mainstreaming YETP students into the vocational curricula.

## PRIME SPONSOR INVOLVEMENT

Representatives of the prime sponsor and the COVE group developed the agreement and the head of the Manpower Consortium meets monthly with project and COVE personnel to review progress, solve problems, and keep account of fiscal responsibilities assigned to the prime sponsor.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Northwest Michigan Consortium and the Consortium of Vocational Educators (COVE) have responsibility for carrying out this project. COVE has hired a coordinator for all of the CETA programs in which it is involved. The coordinator has support staff members for each of the CETA projects and counselors who work with the students. COVE members also work with the superintendents of the high schools in their respective districts.

### Outreach, Assessment, Counseling, and Supportive Services

Some assessment and eligibility screening functions for CETA students are handled by the Youth Employment Service (YES). Student referrals are also made by school counselors and community organizations. Transportation is provided for students to the vocational center and, if necessary, to work experience job sites.

### Non-Skills Oriented Training

Remedial education is a built-in feature of the program, and two staff members are essentially responsible for this type of assistance.

### Institutional Occupational Skills Training

Some of the students are in the regular cooperative programs, and others are in work experience programs that are based on the co-op model. Employability skills are offered as part of the program. The youth receive academic credit, either co-op credit or similar to co-op credit, for their work experience.

## Placement

A full-time placement staff member is soon to be added to the program. The Youth Employment Service (YES) handles both the location of work experience sites and the placement of YETP students in these positions. A number of community organizations work closely with the COVE group in placement activities.

# YOUTH PARTICIPATION IN THE COMMUNITY

*Location:* Minneapolis, Minnesota

*Educational Agency:* Minneapolis Public Schools

*Prime Sponsor:* City of Minneapolis

*Funding:* $357,000 - YETP (Youthwork)

*Target Group(s):* Urban; Native Americans; non-English speaking; teenage parents; and youthful offenders; 14 years and older

*Contact:*
Dr. Byron Schneider
Project Director and Principal of Southwest Secondary School
3414 West 47th Street
Minneapolis, Minnesota 55410
(612)920-1965

## OVERVIEW

Youth Participation in the Community (otherwise known as the YEDPA Program) has as its focus the awarding of academic credit for work experience. In this program, however, the work is very carefully planned and correlated to in-school subject areas. The program includes approximately four hundred students (only one hundred-fifty of these being CETA eligible) from four traditional high schools and one alternative school site called the Work Opportunity Center.

The project involves a broad range of students from many backgrounds, from all levels of academic and economic advantagement or disadvantagement who are interested in an alternative type of educational experience. Only CETA eligible students are paid for work experience activities.

The programs are somewhat different at each of the five sites. At three traditional high schools, what is known as "Action Learning" components are being offered to all students at all high school grade levels.

"Action Learning" involves the working out of an individual curriculum by a student, the project work coordinator and a teacher of an academic class to which the student's work experience would be related. Required credits as well as elective credits are granted with the approval of regular teachers.

At South High, which has a large Native American enrollment, a vocationally certified teacher is offering a vocational course to approximately forty Native American students. The dropout rate for young Indians in Minneapolis has been as high as eighty-eight percent. This program is an attempt to lower the dropout rate and so far is having good success.

At the Work Opportunity Center, students who have been in trouble with the law, involved in drugs, or are teenage parents, runaways, etc. are provided peer counseling, supportive services, and work through an organization called "Bridge for Runaway Youth." They are also involved in learning activities that offer academic credit.

Student schedules vary from in-school-hours work experience to evening or weekend work. Assignments vary from two six-week placements to a placement of one trimester or one year.

## ROLE OF VOCATIONAL EDUCATION

Both the project work coordinator and the instructor of the vocational class for Native American youth at South High School are vocationally certified. The State Department of Education (which in Minnesota is also the State Department of Vocational Education) through its Youth Employment Education Unit has provided support and assistance with project plans and activities.

## PRIME SPONSOR INVOLVEMENT

There is currently excellent cooperation between the prime sponsor and project staff members. Representatives from the City Council meet biweekly with the coordinators and the Project Director in order to stay up-to-date on project activities and progress. A great deal of public relations work between the prime sponsor and project staff members has promoted understanding of project goals and fostered a cooperative relationship.

## PROGRAM ACTIVITIES

### Administrative Affairs

The day-to-day activities are conducted by the YEDPA coordinators who are in frequent contact with the Project Director, the prime sponsor, and the school district's CETA administrative office. Representative students and site supervisors discuss program ideas with the coordinators at monthly meetings conducted by the Project Director.

## Outreach, Assessment, Counseling, and Supportive Services

Outreach activities are carried out within the schools by the school counselors and the teachers who refer students to the YEDPA coordinator. The students are also allowed to refer themselves since there is an open registration policy.

## Non-Skills Oriented Training

The students receive remedial education help if they need it; counseling is available from teachers or the coordinator. Some of the work experience placements involve only orientation or pre-vocational training.

## Institutional Occupational Skills Training

In some of the work experience situations students learn the actual job skills. They are allowed to do those procedures which are approved under the law with respect to their age groups. Students who need to learn occupational survival skills are provided that training. A case in point is the Native American youth at South High who need this type of training so that they can find and hold jobs away from the reservations.

## Work Experience

A student may be assigned to a particular work site for a twelve week trimester, for two six-week placements, or in some cases for a one year placement as long as she/he does not stay in one skills position. There have to be promotions or shifts of responsibility during that year so that she/he can show growth in skill training. Schedules may also vary between the schools and within the schools. Some students may leave school for part of the day for their work experience; some may stay in school all day and work on certain weekends at their work experience jobs.

Academic credit for work experience is adjusted according to the length of placement, and is awarded on fulfillment of individual curriculum requirements.

## Placement

The emphasis of the project is work experience for which the student receives academic credit rather than permanent placement on a job.

## JOY

## Job Opportunity For Youth

| | |
|---|---|
| *Location:* | Red Wing, Minnesota |
| *Educational Agency:* | Red Wing Independent School District |
| *Prime Sponsor:* | Balance of Minnesota |
| *Funding:* | $191,000 - YETP |
| *In-Kind Contribution:* | Area vocational-technical institute shares cost of COATS system, CAL-LABS testing |
| *Target Group(s):* | Rural high school dropouts |
| *Contact:* | Jeff Hohbach<br>CETA Youth Programs Coordinator<br>Goodhue, Rice, Wabasha Citizens Action Council<br>281 Main, Box 157<br>Zumbrota, Minnesota 55992<br>(507)732-7391 |

### OVERVIEW

Job Opportunity for Youth (JOY) is an alternative education program designed for high school students who have dropped out of the regular school program and who re-enroll in order to take part in JOY. Program participants attend class at the Red Wing Area Vocational Technical Institute (AVTI) for varying lengths of time depending on individual assessments of each student's abilities, needs and goals. An open enrollment policy and the individual evaluations allow for these variations. Generally, participants are in class for four hours a day for academic work and vocational counseling. They are then involved in a work experience component for which academic credit is given by the home schools. Numerous supportive services are provided to help students to remain in the program until their goals have been reached. Project staff, in addition to the co-administrators, include a full-time literacy instructor and a vocational counselor. Regular AVTI instructors are used as resource persons.

## ROLE OF VOCATIONAL EDUCATION

The Red Wing AVTI's Director of Curriculum Instruction is a co-administrator of the program, responsible for the classroom training component. AVTI facilities are used for classroom training, and regular Institute vocational instructors make presentations concerning their respective occupational areas to JOY students. These resource people are available to the program as an in-kind contribution.

## PRIME SPONSOR INVOLVEMENT

The Goodhue, Rice, Wabasha Community Action Council (CAC), as the sub-grantee of the prime sponsor, Minnesota balance of state, co-administers the project and serves as fiscal agent. The regional manpower planner for southeastern Minnesota provided the impetus for the coordinated planning and development of this program. The CAC identifies and develops the work sites and coordinates the work experience component. CAC representatives participate in bi-weekly project staff meetings. Outreach and assessment services are provided by the CAC.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Red Wing Independent School District acts as lead LEA for seven other school districts served by the JOY program. The Goodhue, Rice, Wabasha Citizens Action Council is a sub-grantee of the Minnesota balance of state prime sponsor. The program is co-administered by representatives of these two groups.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach activities are performed by the CAC to out-of-school youth by using public service announcements, posters, brochures, etc. School counselors provide lists of school dropouts, and the CAC utilizes the area central filing system for human services programs to locate eligible participants.

The AVTI and the program share costs of assessment using the Career Awareness Laboratory system designed by Singer and the COATS program developed by Prep, Inc. of New Jersey.

Counseling is provided by the project vocational counselor during classroom training and on an individual basis.

A number of supportive services are offered by the program including transportation to classes, from classes to work sites, and from work sites home. Child care is available to participants. Medical examinations required by a prospective employer are available with program funding. Other necessities such as uniforms or eyeglasses which are directly related to employability are provided. One example is a student who was noted leaning close to her typewriter keys while on her work experience job. It was subsequently determined that she had broken her glasses and had no money to replace them. Because this need was directly related to her employability, the program supportive services covered the cost of replacing the glasses.

## Non-Skills Oriented Training

Basic and remedial academic work is provided to participants by a project literacy instructor. Classroom training also includes instruction in living skills such as dealing with finances and consumerism.

## Institutional Occupational Skills Training

Skills relating directly to employability, such as job hunting skills, interviewing, resume writing, positive attitudes and work habits, etc. are taught as a part of the classroom component of the program.

## Work Experience

Work experience positions are in public and private, not-for-profit organizations or businesses. The Community Action Council identifies and develops these sites for program participants. Academic credit for work experience is awarded by the eight school districts served by the program.

## Placement

Placement services are provided to students who need them. Referrals to or information concerning unsubsidized employment, apprenticeship programs, the AVTI or postsecondary institutions are made available.

# THE CETA-EDUCATION LINKAGE UNIT

*Location:* St. Paul, Minnesota

*Educational Agency:* State Department of Education

*Prime Sponsor(s):* The ten CETA primes in Minnesota

*Funding:*
$ 35,000 - ESEA
106,610 - CETA, Title IV, Governor's 5% Statewide Youth Exemplary Services Program Funds
200,000 - CETA, Title II, Governor's 1% Funds for CETA/Education Linkages

*Target Group(s):* Statewide Unit now serving youth and adults from rural and urban areas; Unit serves the elementary and secondary schools, the Educational Cooperative Service Units, the Area Vocational/Technical Institutes, the Cooperative and Vocational Centers and the Special Education Centers.

*Contact:*
Joleen Durken, Supervisor
CETA-Education Linkage Unit
Capitol Square
550 Cedar Street
St. Paul, Minnesota 55101
(612) 296-9291

## OVERVIEW

The CETA-Education Linkage Unit is housed in the Minnesota Department of Education, Division of Special Services. The staff consists of the supervisor, a basic skills specialist whose responsibility is to link educational efforts and CETA efforts in this area, a career development specialist whose responsibility is for linking CETA with the areas of vocational education, guidance and counseling, and occupational development, and an educational policy specialist whose responsibility is in the area of education policy issues such as the granting of educational credit, and the blending of funding so that both economically disadvantaged and the non-disadvantaged can be served by programs. The unit is service-oriented rather than being administrative. Their responsibility is the provision of in-service assistance concerning CETA/education coordination--essentially, "selling" coordination to both CETA representatives and educators. When barriers do arise, Unit staff members frequently refer the individual or group to someone who has already experienced that particular problem and solved it successfully. The Department of Economic Security, acting for the ten CETA prime sponsors in Minnesota, provides the CETA grants to the state education agency.

## ROLE OF VOCATIONAL EDUCATION

The CETA Unit in the Vocational-Technical Division and the CETA-Education Linkage Unit in the Division of Special Services cooperate to provide a variety of CETA-education services to vocational educators. The Supervisor of the CETA-Education Linkage Unit is a former Minnesota Vocational-Technical Division staff member with twelve years' experience in that Division. The Unit is housed in a division which is parallel to the Vocational-Technical Division, the Instruction Division, and the Special and Compensatory Education Division, and its services are available to state personnel in the other three operational divisions as well as to local educators. The Unit provides a central office to which educators and CETA personnel can turn for help in solving problems which relate to CETA-education co-sponsored programs.

## PRIME SPONSOR INVOLVEMENT

Communication between Office of Statewide CETA Coordination personnel and CETA-Education Linkage Unit personnel includes face-to-face discussions, numerous jointly sponsored workshops concerning coordination, weekly telephone calls and frequent correspondence. Prime sponsor representatives with responsibility for youth employment and for education liaison activities are included as key contacts by the CEL Unit.

Informational mailings are provided to prime sponsor representatives by CEL Unit personnel. Frequent requests are made of the Unit by prime sponsor representatives. Requests are handled through telephone, written and personal contacts to school and CETA representatives.

## PROGRAM ACTIVITIES

### Administrative Affairs

Assistance is provided by the Unit in applying CETA policies and educational policies in co-sponsored programs. In-service training and assistance is provided concerning interface and coordination efforts at the local level. Responses are made to telephone calls from individuals who seek help solving problems concerning CETA/education questions regarding such issues as educational credit, graduation or program completion policies, outreach, assessment, counseling, supportive services, education/training in the basic skills, occupational and career training/education, work experience, on-the-job training, placement, and blending of funds to jointly sponsor CETA-education programs.

## STUDENTS SERVING STUDENTS

*Location:* St. Paul, Minnesota

*Educational Agency:* St. Paul Public Schools

*Prime Sponsor:* City of St. Paul

*Funding:* $390,000 - YETP (Youthwork)

*Target Group(s):* In-school, urban youth

*Contact:*
Betty Lampland
Project Officer
97 East Central
St. Paul, Minnesota 55101
(612)292-1225

### OVERVIEW

Students Serving Students is an alternative school program offering learning experiences in six centers located at St. Paul schools or other sites in the city. The six centers include: 1) the Graphic Arts Vocational Center, 2) the Touring Theater, 3) the Construction Center, 4) the Promotion Department, 5) the Personnel Department, and 6) Consumer Action Services. The Centers are each staffed with one instructor and one educational assistant with the exception of the Touring Theater, which has two instructors and two assistants. The major focus of the centers is on learning skills in problem solving, planning, assessment, budgeting, etc., as well as the development of entry-level skills in the occupational areas. The centers were planned to be interrelated in their activities, hence the name Students Serving Students.

The program is open to both CETA eligible and non-disadvantaged students; each segment lasts for a school trimester. The CETA students attend the Centers for the entire day, however, they are paid only for the afternoon, which is considered work experience. Non-CETA students come only half-day to the Centers and are not paid. The morning includes a learning component (e.g., theory and techniques of photography, printing methods, etc.) approached from a problem-solving angle. In the afternoon, theory is put into practice through work experience activities. Community resources are used extensively through field trips and by bringing in speakers from related occupational areas. Interrelated activities of Students Serving Students are demonstrated by such work as the photography and graphic arts center printing illustrated brochures for the Touring Theater; the Theater presenting productions for the other Centers; the Personnel Center handling the project payroll and teaching students occupational survival skills; the Construction Center building sets and props for the Theater; and the Consumer Action Services answering student consumer questions and printing a newsletter containing consumer information and advice for all teenage students.

## ROLE OF VOCATIONAL EDUCATION

The graphics arts program and the construction program are taught by vocationally certified instructors. Graphic arts is taught in a city high school vocational graphic arts department.

## PRIME SPONSOR INVOLVEMENT

The Prime Sponsor made contractual arrangements with the School District and with the University of Minnesota for evaluation purposes. Planning meetings and monitoring visits occur regularly throughout the year.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Project Officer and the staffs of the six Centers handle the day-to-day administration of the program. The CETA-funded Center for Youth Employment and Training certifies the CETA eligible youth for employment and keeps student records required by the Manpower Office. They oversee budget and payroll.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach efforts were carried out in the high schools of the city of St. Paul. Students enrolled in the fall trimester program publicized the opportunities available to other students by such means as speaking at high schools, talking with counselors, developing brochures involving writing, photography and graphic arts skills. There is a CETA-paid individual in each high school who does eligibility screening. Assessment is included as a part of the knowledge development of Youthwork projects. In addition, the project has a sub-contract with the University of Minnesota Center for Youth Development and Research to assess student growth in such abilities or characteristics as planning, work attitudes, etc. Counseling is on an informal basis with each center instructor.

### Non-Skills Oriented Training

A basic skills teacher moves from center to center supplying remedial education activities to those who need them. The teacher was hired after students and project staff recognized the need for this type of assistance and the students requested help.

## Institutional Occupational Skills Training

Occupational survival skills are taught by the assistant to the Construction Center instructor. Students in the Personnel Center are given more in-depth instruction in this area, and they, in turn, teach other students such skills as resume writing, composing of business letters, job interviewing skills, etc.

The Graphic Arts and Construction Centers emphasize the development of entry-level skills in the respective occupational areas. All centers, however, assist in the development of some skills.

## Work Experience

The afternoon learning experience activities take the place of paid work experience positions out in the community in most cases. There are some unpaid student interns in positions in the community, however.

## Placement

Some placement work is done by the assistant to the Construction Center instructor even though the program emphasis is on in-school activities.

# SUMMER PROGRAM

*Location:* Booneville, Mississippi

*Educational Agency:* Northeast Mississippi Junior College

*Prime Sponsor:* Balance of Mississippi

*Funding:* $150,000 - SPEDY (SYEP)

*Target Group(s):* In-school and out-of-school youth in rural areas; ages 14-21

*Contact:*
Hal Aust
Director of Vocational Education
N.E. Mississippi Junior College
Booneville, Mississippi 38829
(601) 728-7751

## OVERVIEW

For six weeks each summer, economically disadvantaged youth in Booneville and the surrounding area enroll in a thirty hour per week exploration, pre-employment skills and remedial education program. The youths receive training allowances and transportation costs. The Summer Program, which is located on the campus of Northeast Mississippi Junior College, is funded by SPEDY (SYEP) through a subcontract between the junior college and the Corinth Manpower Training Skills Center. The skills center, which was built by CETA enrollees in Title II programs, contracts with the balance of state to administer CETA funds under various titles.

## ROLE OF VOCATIONAL EDUCATION

Northeast Mississippi Junior College, which offers skills training programs and receives vocational education funding, has contractual responsibility for operating the Summer Program.

The Director of Vocational Education of the junior college coordinates the Summer Program activities. Vocational instructors on the campus are hired for one week each during the program to teach the youths in career exploratory labs within the instructors' own skill areas.

## PRIME SPONSOR INVOLVEMENT

The Governor's Office of Job Development and Training for the balance of state assists the Corinth Manpower Training Skills Center in program development, implementation, and monitoring.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Director of Vocational Education for the junior college handles day-to-day concerns of the program. The skills center provides the Summer Program staff with input into policy determination and program development as well as technical assistance concerning record-keeping and regulations.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and assessment activities are the responsibility of Summer Program staff. Counseling is offered to all program participants. Transportation by bus is provided to and from the campus for the classes.

### Non-Skills Oriented Training

Remedial education classes in math, reading, and English are available to students as needed. Pre- and post-tests indicate the level of improvement for each student.

The major focus of the summer activities is to provide orientation and exploration activities in a range of occupational areas. Students attend labs in the various programs on campus; vocational instructors from the junior college use career information literature, film strips, outside speakers, etc. to teach the youth about occupational areas. A training allowance (minimum wage rate) is provided for program participation.

### Institutional Occupational Skills Training

Job survival skills and employability skills are stressed during the career laboratories.

## YETP/ALTERNATIVE SCHOOL PROGRAM

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| *Location:* | Cape Girardeau, Missouri |
| *Educational Agency:* | Cape Girardeau Public School District |
| *Prime Sponsor:* | Balance of Missouri |
| *Funding:* | $180,489-YETP |
| *Target Group(s):* | Rural in-school; program for dropouts or suspended students |
| *Contact:* | Norman Schwab, Director<br>YETP<br>61 N. Clark<br>Cape Girardeau, Missouri 63701<br>(314) 334-6636 |

### OVERVIEW

An alternative school program which serves dropouts who have re-enrolled in school and students who have difficulty adjusting to the regular school system offers a work experience component through YETP. The alternative school, which is physically located in an Area Vocation-Technical school, offers GED preparation, courses for regular high school credit, and work experience in the public sector. The YETP Counselor-Supervisor in the school arranges work experience positions in the public sector. She is assisted by the teacher in the instruction of the alternative school curriculum for the thirty alternative school students. Pre-employment skills are developed through class work and activities arranged by alternative school staff.

### ROLE OF VOCATIONAL EDUCATION

The Area Vocational-Technical School, which houses the alternative school, offers a range of skill training programs in which several of the students participate.

### PRIME SPONSOR

The prime sponsor approves the application of the Cape Girardeau Public school system to offer the YETP alternative school program and provides technical assistance.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Cape Girardeau Public School system has responsibility for the operation of the alternative school. The Program Director, the Counselor-Supervisor, the teacher and a secretary remain employees of the LEA but are salaried in whole or in part with YETP funds. All activities are coordinated with the LEA administrative office.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and recruitment for the alternative school is community wide with the use of posters and pamphlets. Referrals may be through the school system, community agencies, or self referral.

Assessment consists of academic and vocational interest and aptitude testing conducted by the alternative school staff.

Counseling is provided by the YETP counselor throughout the youth's participation in the program.

### Non-Skills Oriented Training

Students attend class for three hours per day Monday through Friday. They are required to study a course in occupational information and may earn a maximum of two and one half units of credit toward high school graduation in math and language arts. Students who do not plan to return to school may study toward a High School Equivalency Certificate (GED).

### Institutional Occupational Skills Training

The skills training programs, in such areas as typing, welding, etc., are available to the alternative school students in the evening. Several of the youths have been referred to the classes.

### Work Experience and On-the-Job Training

Students work approximately four hours per day, Monday through Friday in subsidized or unsubsidized postions. Eighteen of the students are in public service positions, YETP paid. Four are in unsubsidized private employment.

### Placement

Project personnel cooperate with the Missouri State Division of Employment Security in securing unsubsidized employment for program completers.

# DEPARTMENT OF PRACTICAL ARTS, VOCATIONAL-TECHNICAL EDUCATION

University of Missouri

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| *Location:* | Columbia, Missouri |
| *Educational Agency:* | University of Missouri |
| *Prime Sponsor:* | Balance of Missouri |
| *Funding:* | $350,000-YETP, YCCIP |
| *Target Group(s):* | Technical Assistance and Research Support to Missouri Division of Manpower Planning |
| *Contact:* | Jerry Christian, Project Director<br>Department of Practical Arts,<br>Vocational-Technical Education<br>University of Missouri<br>414 General Classroom Building<br>Columbia, Missouri 65202<br>(314) 882-8391 |

## OVERVIEW

Operating under contract with the Division of Manpower Planning, the prime sponsor for the balance of state, this service unit was established as an arm of the Department of Practical Arts, Vocational-Technical Education, University of Missouri to provide administrative, technical assistance and research support to the Division. Currently the unit is providing supportive services to the Division in the administration of forty-one local programs: sixteen YETP programs operated by community-based organizations, fifteen YETP in-school programs, ten YCCIP projects. Services to the prime sponsor include: inservice training, program evaluation, research, and program curriculum development.

The service unit develops RFPs for local programs and negotiates contracts with final authority resting with the prime. The unit receives program data (enrollees, activities, expenditures, etc.) on a regular basis in order to provide assistance in the coordination of administrative and fiscal matters. A longitudinal study of Title I and youth programs in the BOS is underway.

Project staff makes recommendations to the prime sponsor on funding, program development, and policy; quarterly meetings for the purpose of coordinating reports are held with representatives of the prime sponsor, project staff, and the Division of Vocational Education, State Department of Education.

## ROLE OF VOCATIONAL EDUCATION

Vocational education involvement is unique in that the service unit is actually part of the Department of Practical Arts, Vocational-Technical Education of the University. Several of the staff members have degrees and/or experience in vocational education (including teaching and research at the postsecondary level).

The State Department of Vocational Education consults with staff on technical assistance matters, as they relate to the state vocational education program.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor reserves final approval on all contracts negotiated by the service unit as well as holding fiscal responsibility for the local programs; however, recommendations made by the service unit are generally accepted. Due to limitations in staff size, the prime sponsor was able to carry out all of the technical and support services needed by the local programs; initial involvement with the University was to obtain minor assistance in these matters; the responsibilities of the service unit have increased considerably, in funding levels and scope of services, over the past few years. The Youth Project Director for the service unit works out of the prime sponsor's office approximately fifty percent of the time (to consult with and recommend to the prime sponsor on contract and budgetary matters in particular).

## PROGRAM ACTIVITIES

### Administrative Affairs

The service unit within the Division of Practical Arts, Vocational-Technical Education was established with state-level YETP administrative funds. Project staff size varies from twelve to seventeen depending on the work load. The Director of the unit has overall responsibility for project operations. The Youth Project Director oversees coordination efforts with the local programs and with the prime sponsor. Constant contact between the project staff and the prime sponsor is upheld through the Youth Project Director, who worked in youth programs of the Office of Manpower Planning, the prime sponsor, until two years ago when the service unit expanded. His familiarity with the operations of the Office of Manpower Planning and the university project staff provides a strong link between the two.

In-service training to local staff is a major service provided by the unit. To date the project staff has held twelve workshops, either on a local or regional basis, for staff members of local youth programs—both CBO's and in-school programs. Workshops include the following subjects: guidance and counseling, planning and management techniques, SPEDY workshops, and workshops on specific program emphasis, for example work experience programs, OJT programs, or employability plans incorporated into the various youth programs. Workshops last two or three days and utilize films, lectures, discussions, and handouts in the small group sessions. Assessment instruments for program review are often provided. Guidance and counseling workshops emphasize techniques used on a day-to-day basis by the counselors and teachers of the various programs.

To coordinate state-level efforts, the Director, the Youth Project Director and representatives from the Division of Vocational Education, Department of Education meet quarterly with the key actors from the balance of state Youth Programs Office. This quarterly meeting is for the purpose of determining policy of BOS youth programs, reviewing problems and progress, and for overall planning and development purposes. Project staff work with the Division of Vocational Education at the State Department of Education to provide technical assistance to the local programs on vocational education curricula, etc.

The project staff develops RFPs to be sent to LEA's throughout the BOS geographic area. They also negotiate the contracts between the LEA and the prime sponsor with final authority held by the BOS office. The Youth Director has offices at the University and at the BOS office with his time divided approximately equally in each.

Project staff provides evaluation of some of the local programs for the prime sponsor; they also develop new program approaches for consideration by the prime. An end of the year report for the balance of state office is provided which covers all BOS youth projects and is accomplished on a case study and program data basis. A longitudinal followup study of youth program participants is now underway and will be ongoing for four years. Included in this followup are vocational education completers who will be used as a comparison group.

# YOUTH EMPLOYMENT AND TRAINING IN-SCHOOL PROGRAM

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| *Location:* | Sikeston, Missouri |
| *Educational Agency:* | Sikeston Public Schools |
| *Prime Sponsor:* | Balance of Missouri |
| *Funding:* | $108,498 - YETP<br>Title IIA - 6% (Vocational Education) |
| *Target Group(s):* | Rural in-school youth and dropouts willing to return to school |
| *Contact:* | James Hall, YETP Coordinator<br>SEMO Skill Center<br>P. O. Box 722<br>Sikeston, Missouri 63801<br>(314) 471-5440 |

## OVERVIEW

A vocational education program funded by YETP offers OJT and a range of transition services to high school students in Sikeston, Missouri. A skill center operated by the public school system and funded through CETA Title II-Vocational Education 6 percent funds, is the training site for the YETP youth. The open-entry exit program served one hundred and thirty-five students between October, 1978 and March, 1979. During a one-week orientation, new participants receive career guidance and may complete assessments of their vocational interests and aptitudes. An individual plan identifies which of the YETP services would be appropriate for the youth. Depending upon the needs of the student, she/he may be placed in skills training, pre-employment classes and/or GED preparation (for dropouts returning to the school system) at the skill center. Job shadowing experiences are also available. Many of the students are also placed in on-the-job training with private employers who may receive partial subsidies for student wages. Unsubsidized placement assistance for program completers is also available.

## ROLE OF VOCATIONAL EDUCATION

As part of the Vocational Education Department of Sikeston Public Schools, the program has as a major focus the development of saleable skills for program participants. Twelve vocational areas are available at the skill center, which is primarily funded by CETA-vocational education 6 percent monies. Students enter a skill area based upon an assessment of vocational interests and aptitudes.

## PRIME SPONSOR INVOLVEMENT

Employment Security, as subcontractor to the CETA Balance of Missouri office, is actively involved in several phases of the program. An Employment Security outreach office is located in a Sikeston school building; ES counselors conduct intake interviews and eligibility screening, provide administration and interpretation of the Kuder and GATB, and assist in development of OJT slots.

Contact between ES personnel and the program staff at the skill center is on an almost daily basis.

## PROGRAM ACTIVITIES

### Administrative Affairs

The LEA contracts with the Balance of Missouri to operate the YETP program. The program director, teaching staff, and counselors of the skill center provide the direct services to students with strong assistance from Employment Security staff.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach, assessment, and counseling are shared responsibilities of Employment Security staff and program staff at the skill center. Teachers and counselors in the schools also assist through referring prospective participants. Dropouts who are willing to return to a school setting (at the skill center) may be referred through several community agencies. Transportation assistance to the skill center and to OJT sites is provided.

### Non-Skills Oriented Training

GED preparation is available at the skill center for dropouts who want to complete their education through the YETP program.

Life skills classes are held at the skill center covering such subjects as budgeting. Job shadowing, through short-term observations at local businesses, assists many of the YETP students to clarify career goals.

### Institutional Occupational Skills Training

Skills training at the center is available in ten vocational areas:

auto mechanics, body and fender repair, power mechanics, upholstering, food service, refrigeration and air conditioning, machine trades, nurse aide, welding, clerical, building trades, and electrical wiring. Youths attend skills training classes part of the day and academic classes in home schools or GED preparation at the center for the remainder of the day.

Employability and survival skills classes are held each afternoon at the center (during sixth and seventh periods of the regular school day) for the YETP students. Credit is awarded for the training classes at the center. Students receive training allowances through YETP for the classes.

## Work Experience and On-The-Job Training

OJT placements with private employers are developed for a few of the YETP participants. Employers may receive up to fifty percent of the youths' wages through YETP.

## Placement

Placement assistance is provided through direct referral by program staff or ES personnel plus information provided on local employers.

# YOUTH EMPLOYMENT AND TRAINING PROGRAM

*Location:* Grand Island, Nebraska

*Educational Agency:* Grand Island Public School System

*Prime Sponsor:* Balance of Nebraska

*Funding:* $100,000 - YETP

*Target Group(s):* Urban in-school youth and dropouts; pregnant teens; young mothers; offenders

*Contact:*
Ed Virant, Project Director
YETP
805 West 4th Street
Grand Island, Nebraska 68801
(308)382-4467

## OVERVIEW

The Grand Island program is designed to provide a range of vocational, academic, and support services to high school dropouts or students who have difficulty adjusting to the regular high school environment. More than one hundred twenty youth have been served since the program became operational in March, 1978. Pregnant teenagers, young mothers, and juvenile offenders are groups which have been targeted for service; together these groups comprise over half of the program enrollees. Sponsored by the public school system, the program shares a facility with an alternative school, which offers regular high school courses for credit or GED preparation and testing. Approximately one-half of the program participants are also enrolled in the alternative school with the majority in GED preparation programs.

YETP-Grand Island has five staff members (director, counselor, two half-time teachers, secretary) who provide a range of services. For example, assessment of vocational, academic and personal skills and placement and close follow-up in up to twenty-five CETA-held training slots in a local community college which offers one- to two-year vocational certificates are offered. Daily sessions in living skills, employability and survival skills and individual or group counseling are held. Assistance with remedial work and obtaining or learning about community services are included in the daily sessions. Placement and follow-up in work experience or on-the-job training positions matched to the occupational areas identified in the assessment period are incorporated into the program. Weekly classes are held for the pregnant teenagers and young mothers.

## ROLE OF VOCATIONAL EDUCATION

The Central Technical Community College provides twenty-five slots throughout the school's vocational areas for YETP participants.

Further involvement with vocational education may be seen through coordination of efforts with the local director of vocational education, who has been involved with the program from the initial stages. The local director assisted in guiding the development of the proposal for the program. The director of the program and the director of vocational education meet regularly to discuss job opportunities in the area, to exchange information on job opportunities and job placements, and to exchange career education and occupational survival materials. They worked together to develop an evaluation form for on-the-job training experiences and are presently working to develop procedures for assigning vocational credit to students who may become enrolled in vocational education programs through the regular high school curriculum and who are also involved with the program.

## PRIME SPONSOR INVOLVEMENT

The CETA representative visits the facility weekly to determine the economic status of new participants in the program. The Project Director and the CETA representative discuss the program frequently during the site visits and exchange information on problems of the program, changes in CETA regulations, new developments of the program, etc.

## PROGRAM ACTIVITIES

### Administrative Affairs

The day-to-day operations of the program are handled by the Project Director who keeps in close contact with the school board, the superintendent and the CETA office; the Director sends monthly program data reports to all three.

Program activities are frequently coordinated with activities of the alternative school. Curriculum materials are shared, and program staff often provide counseling services to alternative school students not enrolled in the YETP program. The two half-time teachers on the program staff spend the remainder of the work week as employees of the alternative school.

### Outreach, Assessment, Counseling, and Supportive Services

Self-referral and peer referral are the primary means by which participants enter the program, although the court system, the Department of Welfare, school counselors, and the Job Service are often involved in the referral process. Initially the participant meets with the program counselor to learn about the program and to complete a data form (name, address, age, income data) for screening purposes. During that same week, the student meets with the CETA representative who verifies economic status. During the initial part of the program the student completes career interest inventories, values inventories, and an academic assessment and meets regularly with the counselor and/or Project Director to discuss needs, interests and abilities.

Individualized plans are developed for each participant during the assessment phase. Services are provided based on assessed individual need although completion of high school education and development of vocational skills through the community college and/or job experience are emphasized for all participants.

## Non-Skills Oriented Training

A number of living skills, such as budgeting, getting drivers' licenses, installing utilities, housing assistance, etc., are provided through daily sessions conducted at the program facility.

Weekly classes in nutrition, child-rearing, medical needs, and related subjects are offered to pregnant girls and young mothers.

Remedial education for GED preparation is provided through referral to the alternative school in the same facility. Program staff members may assist participants in their remedial education assignments as needed.

## Institutional Occupational Skills Training

Employability and job survival skills are incorporated into the daily sessions conducted by project staff.

Occupational skills assessment is offered through referral to Job Service for the General Aptitude Test Battery (GATB) as well as other skills assessment instruments available at the program facility. Following the vocational assessment period, participants seeking vocational skills training through the community college are accompanied to the campus by the program counselor or Project Director to be assisted in registering for one of the programs and in learning their way around the school. Course offerings include business and office occupations, accounting, automotive repair, carpentry and construction. Students receive a training allowance through CETA funds up to a maximum of twenty hours per week for their classwork.

## Work Experience and On-the-Job Training

Work experience, CETA-paid on-the-job training, and/or unsubsidized employment provide part-time jobs for community college students.

The program counselor or the Project Director makes job site visits weekly or biweekly, depending upon individual need. An informal evaluation is made on the basis of a student's progress and employer's opinion. More formal evaluations are conducted every few months by completing an assessment form on each participant.

## Placement

Work experience and on-the-job training slots are developed by the program staff and, when possible, are matched to the courses the participants are taking at the college. Other students in the program--those not enrolled in the community college--are also referred to jobs by the Project Director and the counselor, who attempt to match the job to the student's interest and aptitudes determined from the assessment period.

Although many participants remain with their employers after the training cycle, others are assisted with permanent placement. The program has an agreement with Job Service to receive updated job listings, which the counselor or Director use to identify potential job sites before Job Service representatives make the actual referrals. Other referrals and job development activities are accomplished through the assistance of the local director of vocational education or contacts with private employers developed by the program staff.

## SUMMER IN-SCHOOL TRAINING PROGRAM FOR DISADVANTAGED YOUTH

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|---|---|
| *Location:* | Lincoln, Nebraska |
| *Educational Agency:* | Lincoln Public School System |
| *Prime Sponsor:* | City of Lincoln |
| *Funding:* | $12,000 - SPEDY (SYEP) |
| *Target Group(s):* | Urban in-school youth |
| *Contact:* | Mr. Terry Workman<br>Administrative Assistant to the Superintendent<br>720 South 22nd Street<br>Lincoln, Nebraska 68501<br>(402) 473-0238 |

### OVERVIEW

For ten weeks during the summer, economically disadvantaged youth in Lincoln schools attend one-and-a-half hours per day of pre-employment training and career information activities in a classroom setting plus public service work experience placements for the remainder of the day. Lincoln High School serves as the base for the in-class activities.

The Lincoln program served approximately two hundred and fifty youth in 1979; the five teacher/counselors, in addition to classroom training and work experience placement, provide counseling, assessment of vocational interests, and follow-up during the work experience activities.

### ROLE OF VOCATIONAL EDUCATION

The coordinator of the project, who also developed the original program plan in the early 1970's, is a vocational coordinator for the school system. Several of the classroom teachers are vocationally certified. Vocational counselors assist in the outreach and assessment components of the program.

The pre-employment skills training offered during the classroom component assists students in preparing for skills training courses and/or future employment.

## PRIME SPONSOR INVOLVEMENT

Prime sponsor involvement in the Lincoln summer program, since early 1978, enabled program staff to serve a much greater number of economically disadvantaged students than had been previously possible. CETA planners assist the program coordinator in planning and program implementation through frequent meeting or telephone contact several months before the program begins and throughout the summer. CETA counselors assist in outreach, assessment, and placement activities; they also perform eligibility screening on disadvantaged criteria.

## PROGRAM ACTIVITIES

### Administrative Affairs

The program coordinator has the major responsibility for year-round planning of the program and initial summer implementation efforts. Five teacher/counselors, YETP paid (as is the coordinator), complete the program staff. An administrative assistant to the Superintendent acts as liaison between the program staff and central administration for the LEA.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and assessment are provided during the spring of every school year by vocational counselors and CETA counselors. Counseling is provided throughout the summer by the teacher/counselors. Transportation to job sites from the high school and back at the end of the day is available.

### Non-Skills Oriented Training

Career awareness and exploration activities are part of the classroom curriculum.

### Institutional Occupational Skills Training

The pre-employment classes offered each morning focus on the development of the individual's ability to adjust to the world of work. Positive attitudes and job hunting skills are two of the components built into the program.

### Work Experience and On-the-Job Training

The work experience placements are in public service agencies; student wages are YETP-paid. Follow-up by the teacher/counselors is provided to resolve problems between the employer and the student and to identify work habits which need to be improved during the classroom component.

## Placement

Work experience placements are developed by the teacher/counselors and the prime sponsor.

## YOUTH EMPLOYMENT PROGRAM

| | |
|---|---|
| *Location:* | Plattsmouth, Nebraska |
| *Educational Agency:* | Plattsmouth Community Schools |
| *Prime Sponsor:* | Balance of Nebraska |
| *Funding:* | $27,164 - YCCIP |
| *Target Group(s):* | Rural in-school youth identified as potential dropouts |
| *Contact:* | Fred Kaufman, Superintendent of Schools<br>Plattsmouth Community Schools<br>2001 South 15th Street<br>Plattsmouth, Nebraska 68048<br>(402) 296-3361 |

### OVERVIEW

Nine potential dropouts in Plattsmouth High School are learning employability skills and working in the field of landscaping through a YCCIP program operated by the LEA. As part of the vocational education program of the high school, the project has as its purpose to "teach skills that would lead to possible employment" according to the Superintendent of Schools. Students work after school and on Saturdays during the school year and full time in the summer at job sites on public school grounds; salaries received are minimum wage through YCCIP funds. The program awards ten hours of school credit for a full year of participation; and five hours credit for a half year.

The teacher/supervisor of the project, who is vocationally certified, provides employability skill training during brief class sessions held prior to going to the job sites. Skill development in such areas as landscaping equipment repair, planting and pruning techniques, aeration, and landscape planning occurs on-the-job through training provided by the teacher/supervisor. A landscape architect (whose fee is paid by the LEA) acts as consultant to the project through assisting the Superintendent of Schools and the Local Director of Vocational Education in developing the curriculum and identifying competencies.

## ROLE OF VOCATIONAL EDUCATION

The Local Director of Vocational Education coordinates project activities with the Superintendent of Schools and is involved in administration, policy determination and curriculum development.

The Vocational Education Department of Plattsmouth High School has integrated the YCCIP participants into the regular high school vocational program through the use of its classrooms, facilities, and equipment. A vocationally certified teacher/supervisor provides both the classroom training and the on-the-job skills training for the students.

## PRIME SPONSOR INVOLVEMENT

Two local CETA representatives spent three working days with the Superintendent discussing plans for program development and implementation; frequent contact has been maintained to exchange program information or to resolve problem areas. The Nebraska Department of Labor serves as the prime sponsor.

## PROGRAM ACTIVITIES

### Administrative Affairs

The teacher/supervisor keeps program data reports and handles daily operations; the Local Director of Vocational Education has administrative responsibility for the program; contractual responsibility lies with the Superintendent of Schools. The Local Director, Superintendent, and local CETA representative work together to oversee the program.

### Outreach, Assessment, Counseling, and Supportive Services

Self-referrals and teacher or counselor referrals comprise the majority of participants in the Youth Employment Program. The teacher/supervisor at Plattsmouth High School meets with the student and goes on the job sites during the semester, both in the evening and on Saturday. The group works together with the supervisor. Counseling is provided by the teacher/supervisor on an informal basis, one-on-one or group counseling. Materials and support come from the county Department of Roads, the local agricultural extension agent, and various other community agencies.

### Non-Skills Oriented Training

Non-skills oriented training concentrates on the development of healthy attitudes toward work and supervision. An effort has been made to improve social skills through a field trip and overnight camping experience.

### Institutional Occupational Skills Training

The participants meet in a classroom before going to a job site one evening per week and on Saturdays. During the classroom meeting the teacher/supervisor discusses such subjects as getting to work on time, improving work habits, getting and keeping a job, encouraging the students to call him if they are unable to make it to the session, and other employability skills involving job responsibility. Discussions of employability skills or individual problems on the job are also handled at the job site on an individual basis between the teacher/supervisor and the student in question.

### Work Experience and On-the-Job Training

Work experience in landscaping provides the major thrust of the program. Students overhaul the maintenance equipment used in landscaping such as lawnmowers (sharpening the blades for example), do some minor maintenance inside the schools when it is too cold to work outside, aerate the football field, put fertilizer on the football field, pick up rubbish, learn trimming techniques, plant grass, trees and shrubs. They work on the Plattsmouth High School grounds and at other schools in the system. The students receive up to ten hours of credit in the vocational education curriculum. Students may stay in the program up to one year.

### Placement

The Director of Vocational Education at the high school, who is also coordinator of work study programs, has the responsibility for job placement. She works with all participants during the operation of the program and after its termination to find suitable job placement.

# THE VOCATIONAL ADJUSTMENT PROGRAM

*Location:* Ralston, Nebraska

*Educational Agency:* Ralston Public School System

*Prime Sponsor:* City of Omaha

*Funding:*
$24,000 - YETP Governor's Grant
25,000 - YETP
53,000 - YETP Governor's Grant for Handicapped Youth Project

*Target Group(s):* Urban and rural in-school youth, in particular the handicapped and other special needs groups

*Contact:*
John Vacanti, Project Director
Vocational Adjustment Program
90th and Park Drive
Ralston, Nebraska 68127
(402) 331-7373

## OVERVIEW

The Vocational Adjustment Program was designed to meet the needs of high school students in the Ralston school system and other Omaha Suburban Area Council schools who are handicapped or have special needs resulting from economic, social, and/or academic disadvantaged criteria. The program, which is physically located in one high school but which serves students in eight high schools, has three major components: (1) Evaluation, through aptitude, interest, and skills testing, as well as results of participation in career-oriented activities; (2) Training, which consists of (a) in-school training in employability, survival and basic living skills and (b) on-the-job training in unsubsidized positions throughout the community with close monitoring by program staff during the on-the-job training placements; (3) Placements in part-time positions (or full-time for graduates), which are matched to the students' career interests, aptitudes and abilities following the evaluation and training phase.

The purpose of the program is to provide special needs students who are unprepared for the transition from education to work with opportunities which contribute to vocational stability.

## ROLE OF VOCATIONAL EDUCATION

The Vocational Adjustment Program assists students in identifying and exploring appropriate vocational areas in which they are placed to receive training. The development of vocational skills is accomplished through training in a job setting in conjunction with employability and job survival skills developed in the school setting. The Project Director coordinates efforts with vocational teachers and counselors in the high schools, particularly for on-the-job training placements of vocational students.

## PRIME SPONSOR INVOLVEMENT

YETP monies have been used since the program began in early 1978 to purchase vocational assessment materials and equipment.

The prime sponsor representative monitors the program through quarterly site visits to the school and review of required program data. The Project Director is in frequent contact with the CETA office to receive assistance in clarifying regulations or in developing proposed plans for expansion of the program.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Project Director handles the day-to-day efforts of the program and receives frequent and ongoing guidance from both the Director of Special Education for the public school system and the Superintendent of Schools. A half-time project Counselor assists the Director in providing services to the students. The Job Service representative, who works in the school to provide placement services to all students, is located in the same office as the Director and frequently assists project participants in their placement needs.

### Outreach, Assessment, Counseling, and Supportive Services

The Project Director visits each of the schools served to maintain contact with school personnel. Program information is provided through pamphlets (one for prospective students, one for employers) and program overviews for school personnel. Referrals are made through the school system; handicapped students, who comprise approximately half of the participants, are referred through the school's special education committee. Individualized education plans (IEPs) developed by the committee determine the services to be provided. Individual plans for non-handicapped students are developed by the program staff to identify which component(s) of the program would benefit the student and to specify activities. Individual and small group counseling sessions are held by project staff at least weekly for each active (those who report to the program area two or more times weekly) student. The evaluation component of the program consists of interest, aptitude, and vocational skills assessment utilizing such instruments as the Strong Vocational Interest Battery and the Differential Aptitude Test; work samples are frequently used to assess vocational skills.

The one hundred twenty-plus students served to date through one or more of the components include an all-star basketball player who is learning disabled. Through the efforts of the program staff, the student has all class materials available to him on tape which enables him to overcome his handicap in the learning environment.

## Non-Skills Oriented Training

Non-skills training is provided through individual and group activities provided in the program area (an office area and a classroom/work area) on a daily basis. Discussions or group activities may relate to career interests, attitudes toward school and work, and basic living skills.

Students may come into the program area from one to three hours per day between two and five times per week. Credit awarded for in-class participation (in conjunction with the on-the-job training component) amounts to a maximum of five credits per semester and up to forty credits total for each student.

## Institutional Occupational Skills Training

In-class skills training centers on job survival skills such as coping with difficult supervisors or adjusting to new work environments. Discussion, filmstrips, and role-playing are teaching methods frequently used during the daily sessions.

## Work Experience and On-the-Job Training

The on-the-job training component consists of working twenty hours per week after school and on weekends (or up to full time in the summer) with private employers in the community. The Director, his assistant, or a Job Service representative located in the same office provide job development and job creation services for the on-the-job training positions. Placement in on-the-job training slots is based upon the results of the assessment phase for each student; strong efforts are made to match interests, skills, and aptitudes to the entry-level skills training. Following a forty-day on-the-job training period, the Project Director meets with the employer to evaluate the student and they decide together the job readiness of the participant. If this initial period is successful, a ninety-day evaluation period follows: at the end of that period, the Director and employer evaluate the work traits of the student on a five-point scale with descriptive comments added. The daily sessions held in school provide constant opportunity for the staff to assist the student in resolving problems occurring on the job or in practicing a needed job skill.

## Placement

Placement assistance in finding unsubsidized employment is offered by the two staff members or the Job Service representative. Employers are contacted through "mail-outs"--brief information form identifying types of jobs, etc.--four times per year and followed up through telephone contact for job development and job creation purposes. Direct referral methods or indirect referral through providing information are utilized.

## CETA/COOPERATIVE VOCATIONAL EDUCATION PROGRAM

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|---|---|
| *Location:* | Las Vegas, Nevada |
| *Educational Agency:* | Clark County School District |
| *Prime Sponsor:* | Las Vegas Consortium (Clark County) |
| *Funding:* | $189,273 - YETP<br>272,842 - Title IIB<br>126,076 - Title IIA - 6% (Vocational Education) |
| *Target Group(s):* | In-school students and offenders in an urban area |
| *Contact:* | Dr. Marshall Darnell<br>Director of Vocational Education<br>2832 East Flamingo Road<br>Las Vegas, Nevada 89121<br>(702) 736-5481 |

### OVERVIEW

There are some 1,800 students in vocational cooperative programs in Clark County; approximately two hundred of these are CETA students who have been moved into cooperative training through the CETA/Cooperative Vocational Education Program. The program uses CETA funds to start students in vocational training and provides them with labor market information, occupational survival skills, and supportive counseling.

CETA counselors are assigned to various schools to work with CETA eligible youth. This ensures a smaller student/counselor ratio for CETA youth and a continuing advocate who can track students' vocational progress.

### ROLE OF VOCATIONAL EDUCATION

The Director of Vocational Education was instrumental in negotiating the agreement for the CETA/Cooperative Vocational Education Program. The role of vocational education in serving CETA youth through cooperative programs is a part of the larger role of vocational education in Clark County. By the sophomore year, students have an opportunity to transfer to the Southern Nevada Vocational Technical Center. The vocational education programs available are those geared to the local labor market. One comprehensive high school has a program in gerontology. New programs are constantly being instituted, one including a new video program to train TV camera persons.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor meets weekly with program staff to discuss reports, problems, and ideas. Monitoring is a major prime sponsor function while the majority of direct activities are carried out by program staff. Program staff includes seven CETA-funded counselors and several teachers paid full-time through CETA funds.

## PROGRAM ACTIVITIES

### Administrative Affairs

CETA monies are tied into one contract to form one program. Title II-B monies pay the allowances and wages of the students as well as some counselors; YETP monies pay for counselors; Title II - six percent monies pay for all teachers. However, program teachers include both those paid full-time out of CETA and those who come from the comprehensive high school staff. In-service education is an important component of this program. It is provided for both counselors and teachers. Seven days of in-service education were provided in the 1978-79 school year; four were planned before 1979 summer school and four before the regular program starts again in the fall.

Line administrators also have a role to play in the program. Principals in the participating schools have produced needs assessments and developed statements of available resources to assist the program.

### Outreach, Assessment, Counseling, and Supportive Services

The program is publicized to all students; referrals are made from regular school counselors. Counseling is provided through seven CETA counselors who are assigned to the various schools to work with the CETA youth. A full range of services in the high schools (including a social worker, family aides, audiologist, health technicians, etc.) are utilized by the CETA program for participants. In this way CETA does not have to go outside to find the necessary supportive services.

### Non-Skills Oriented Training

During the summer program, students are involved six and a half hours per day, two hours of which are devoted to tutorials in math and reading. During the regular school year, students have access to regular school programs. For example, vocational students may have tutorial classes. In both the high schools and vocational technical centers, the CETA counselors talk with the regular counselors and may do testing if it is necessary to determine specific needs of participants. A number of schools also have afternoon classes available in various remedial education topics.

## Institutional Occupational Skills Training

Skill training is available to participants in both the comprehensive high schools and the vocational technical center. There are six programs in the comprehensive high schools and seventeen through the vocational centers. Students can transfer from one school to the other. Occupational survival skills are a major program component. In some high schools these were already available; where there were none, such a program was built.

## Work Experience and On-the-Job Training

Work experience is tied to student training. At the Spring Mountain Boys' Center, programs are offered which cut across general interest areas. Programs include forestry and culinary arts. In the summer, sixty students at the Boys' Center have forestry training available on-site.

The cooperative education students work two hundred and seventy hours during the semester. Students who work during the summer and students who work during the semester on the co-op receive a total of two hours of academic credit for time spent on the job. Students in the cooperative program receive the credit if they receive fair recommendations from their employer and above average recommendations from the career coordinator. Basically, however, academic credit for work experience is awarded on the basis of time spent.

## Placement

The coordinator or program specialist plus counselors and cooperative eduation staff participate in placement activities.

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## SPEDY

### Summer Program for Economically Disadvantaged Youth

*Location:* Manchester, New Hampshire

*Educational Agency:* 14 School Districts

*Prime Sponsor:* Hillsborough County

*Funding:* $595,000 - SPEDY (SYEP)

*Target Group(s):* Urban and rural youth ages 14-21

*Contact:*
James Machakos, CETA Director
Southern New Hampshire Services, Inc.
P. O. Box 5045
Manchester, New Hampshire 03108
(603) 669-0701

## OVERVIEW

A SPEDY program run by a CBO in New Hampshire goes far beyond the work experience of typical summer youth programs. The basic components, which vary within the fourteen public school districts involved, are vocational assessment, counseling, entry level skills training, career exploration, work experience, and employability skills development. Because the sixteen to twenty-one age group in the area does not have a particularly high unemployment rate, this SPEDY program concentrates on the fourteen and fifteen year age group. (Seventy-one percent of the SPEDY participants are fourteen or fifteen).

During the summer of 1978, the nine-week program offered all students some form of vocational assessment (interview or standardized testing) and counseling. Ninety youths enrolled in an in-school program called Project CAVE (Career Awareness through Vocational Education), which offered exploratory activities or skills training from 8:00 AM to 1:00 PM, Monday through Friday. Two hundred youths enrolled in Project Discovery, consisting of two weeks of exploratory activities during the course of the summer program. Training allowances were provided for in-school activities; wages (at minimum wage rates) were paid for work experience. Over five hundred youths were placed in full-time work experience placements.

Activities for 1979 include an expansion of the occupational skills training areas available and the addition of special SPEDY projects to be operated by other community agencies.

## ROLE OF VOCATIONAL EDUCATION

Vocational instructors and vocational education equipment/facilities are used in the entry level skills training and exploration activities of Project CAVE. Project Discovery also used vocational instructors, teachers, and other staff. Project CAVE--Career Awareness through Vocational Education--enables youths to choose between exploring several different occupational areas and developing skills in metal manufacturing, graphics, automotive and auto body repair, maintenance and construction, food service, or agriculture. The Director for Project CAVE is the Director of Industrial Arts for one of the school districts.

A local director of vocational education from one of the three participating CAVE districts has been actively involved with the yearly planning of the SPEDY program. He also serves on the Manpower Planning Council for the prime.

## PRIME SPONSOR INVOLVEMENT

As the administrative arm of the prime, Southern New Hampshire Services, Inc., administers SPEDY and CETA funds under other titles.

The regional CETA representative in Boston monitors the program and maintains frequent contact (almost weekly during major planning stages and program operations).

The CETA Manpower Planning and Youth Councils provide overall policy development for the SPEDY programs.

## PROGRAM ACTIVITIES

### Administrative Affairs

Southern New Hampshire Services, Inc., as an administrator of Community Action Programs, has contractual responsibility with the prime, Hillsborough County, to administer SPEDY funds. The three public school districts in which Project CAVE is operated have separate agreements with Southern New Hampshire Services, Inc., for the use of facilities. The teachers and counselors of Project CAVE are usually regular employees of the school districts who are paid through SPEDY funds for the summer. Coordination with the LEA's in planning, implementation, and on-going summer activities is a continual process. Meetings and telephone contact for planning purposes occur frequently between CBO staff and education administrators.

## Outreach, Assessment, Counseling, and Supportive Services

Outreach activities are handled jointly by the CBO and the LEA's through posters and pamphlets in the schools, stores, and community agencies. All SPEDY students receive some form of assessment ranging from interview for determination of interest and experience to administration of the Job Match component of COATS (Comprehensive Occupational Assessment and Training System). Career counseling is a built-in component of all the summer programs. Eligibility screening is done by Southern New Hampshire Services, Inc. Lunches are provided in all of the participating schools and also at Project Discovery.

## Non-Skills Oriented Training

Occupational orientation through field trips, workshops, speakers from the business community, etc. are provided to the youths involved in the in-school project as well as Project Discovery. Career exploration activities, consisting of field trips, are also available to those participants involved in the work experience component. Project Discovery participants spend two weeks in exploratory activities sometime during their nine-week employment. Project Discovery participants choose to explore three to four different occupational areas. Exploratory activities may include working as a team to build a small brick wall or rough building frame, exposure to office duties of filing and telephone procedures, etc. All exploratory activities are "hands-on" rather than using a classroom approach.

## Institutional Occupational Skills Training

Skills training is provided to Project CAVE participants who choose to remain in one occupational area for the entire nine weeks. The occupational areas in the schools are set up much like a business; business titles such as personnel manager and division manager are used rather than educational titles of counselors and teachers. Youths are referred to as employees. One particularly effective method of motivating the youths to remain on the job and be productive is a salary review at three and six weeks into the program. Pay increases are given to deserving employees. (Employability skills are developed through this employer-employee approach.)

Two of the three LEA's involved in Project CAVE have at least five occupational areas from which participants may choose. Youths in the graphics training frequently work on pamphlets or materials used by the CBO. Food service students in the Nashua School District make cold lunches for some of the other students and for a community service program. Auto body repair students may bring their own car in for work. A special agricultural project allows twenty students to plant crops and learn agricultural techniques on three to four acres of land.

## Work Experience

Placements for those involved in work experience are in public service agencies with wages paid through SPEDY. Work experience placements are matched as often as possible to results of assessment of vocational interests or stated interests.

The CBO circulates RFP's to several community organizations to develop special projects involving work experience; proposals submitted include an anti-vandalism project to repair damages to schools, repair of a baseball field, etc.

## Placement

Placements in work experience positions are developed by prime sponsor youth staff through visits, mailings, and telephone contact with local non-profit agencies.

## WORP

## Work Opportunity Research Project

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|---|---|
| ***Location:*** | Albuquerque, New Mexico |
| ***Educational Agency:*** | The Albuquerque Public School System |
| ***Prime Sponsor:*** | Albuquerque Consortium<br>Balance of New Mexico |
| ***Funding:*** | $2,000,000-YIEPP<br>134,000-YETP<br>92,000-HEW |
| ***Target Group(s):*** | Urban in-school youth; pregnant girls and young mothers |
| ***Contact:*** | Carlos Duran, Division Manager for Youth Programs<br>Office of CETA (OCETA)<br>505 Marquette Street, N.W.<br>Lower Level Lobby<br>Albuquerque, New Mexico 87102<br>(505) 766-7204 |

### OVERVIEW

The Work Opportunity Research Project (WORP) of Albuquerque offers guaranteed jobs to youths willing to remain in school through Title IV entitlement funds. Additional funding sources (YETP, HEW and in-kind services of the LEA) allow the program to expand opportunities to work experience, counseling, and in-class training of pre-employment skills.

WORP students attend weekly one-hour classes devoted to developing students' abilities in getting and keeping a job, dealing with employers, improving work habits, etc. Student assessment of interests and abilities, through use of a computerized system, is also scheduled during the class time. Placement in subsidized positions is for fifteen hours per week during the school year and thirty hours a week during the summer.

Program counselors meet regularly with students in the schools, in their homes, or on the job to provide counseling and follow-up services. Each counselor has a caseload of forty participants.

Pregnant girls or young mothers are offered work experience positions and counseling services through WORP.

## ROLE OF VOCATIONAL EDUCATION

The Division of Vocational Education, State Department of Education administers part of the CETA funds ($92,000) which are used in the in-class activity and work experience component of WORP. The CETA state Supervisor in the Division of Vocational Education has responsibility for administering the funds in this and six other local programs known collectively as Comprehensive Career Employment Development Activity. The State Supervisor assists in policy development or technical assistance for WORP through in-service training workshops, on-site visits and telephone contact with program staff; he also serves on the Albuquerque Youth Advisory Council.

Employability and survival skills development is a major focus of WORP; classroom training in job search techniques, development of positive attitudes toward work, etc. is provided.

## PRIME SPONSOR INVOLVEMENT

There are two primes-the balance of New Mexico and the city-county consortium- which provide funding to WORP. Two CETA planners from the Albuquerque/Bernallilo prime met with public school officials for several working days to plan and develop WORP. The Division Manager of Youth Programs and other local CETA staff are in frequent contact with public school officials to discuss WORP and other LEA/CETA programs. CETA staff pays visits to work sites and to program offices to meet with students and staff.

The BOS prime maintains contact with the program through providing technical assistance (regulations, funding, etc.) directly to program staff and by dealing with the CETA State Supervisor in the Division of Vocational Education.

## PROGRAM ACTIVITIES

### Administrative Affairs

WORP staff consists of the Project Coordinator, one teacher, six counselors, one clerk, one bookkeeper, and one accounting aide. The salary of one program teacher is paid by the funds obtained from the Department of Vocational Education. All other staff salaries are through YIEPP funds.

The Project Coordinator of WORP handles day-to-day affairs of activities and program reports. He keeps school officials informed and meets with them regularly to discuss problems or policy matters. The local prime sponsor receives weekly reports of new admissions, activities, etc. and meets or talks with the coordinator to discuss the program. Manpower Development Corporation (MDC) of North Carolina (a subcontractor of Manpower Demonstration Research Corporation of New York) has responsibility for coordination and assessment of this (and other) entitlement program. MDC receives all program reports and keeps informed of activities, expenditures, policies, etc.

### Outreach, Assessment, Counseling, and Supportive Services

All participating high schools assist in outreach activities through displaying posters and distributing literature to students, teachers, and counselors. Community Service agencies also assist in outreach. Interested students (or dropouts willing to return to school) complete an application at the WORP admission office which is located in the largest participating school. Staff counselors meet with parents or guardians to verify information and to explain the program.

Assessment of career interests and abilities is accomplished by interview and, recently, the introduction of the Comprehensive Occupational Assessment and Testing System (COATS). COATS is a system used to (1) assess and analyze, (2) prescribe and instruct, and (3) evaluate and place students in each of the four major components. The components are Job Matching, Employability Attitudes, Living Skills, and Work Samples. The six program counselors meet with students on the job, at home, or in school to provide counseling. Bus service from pickup points to major job sites and back is provided.

### Non-Skills Oriented Training

Life skills such as opening checking accounts, completing forms, identifying bus routes, etc. are taught in the WORP class.

### Institutional Occupational Skills Training

Job survival, job search, and similar subjects are emphasized in the weekly WORP class.

### Work Experience and On-the-Job Training

Subsidized employment in the public sector is provided to all WORP students, who work fifteen hours per week during the school year and thirty hours per week during the summer. Jobs include mechanic helper, clerical aide, dental assistant helpers, food service worker, etc. The primary work sites are Kirkland Air Force Base and the University of New Mexico. Credit is awarded for the work experience activities.

Teenage girls who are pregnant or who have recently had a child attend a state-funded alternative school in Albuquerque. WORP counselors assist these students by placing them in work experience positions close to the school. Counseling services are provided regularly.

## Placement

Placement assistance of employer information and indirect referral is provided by the WORP counselors.

Work experience positions are developed by the WORP counselors, who visit the job sites regularly to meet with employers to resolve problems, develop new jobs, etc.

# CCEDA

## Comprehensive Career Exploration and Development Activities

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| Location: | Santa Fe, New Mexico |
| Educational Agency: | Division of Vocational Education,<br>State Department of Education |
| Prime Sponsor: | Balance of New Mexico |
| Funding: | $182,301 - YETP |
| Target Group(s): | Rural and urban high school students |
| Contact: | Carlos Gonzales, State Supervisor of CETA Programs<br>Division of Vocational Education<br>State Education Building<br>Santa Fe, New Mexico 87503<br>(505) 827-2991 |

### OVERVIEW

Students in seven high schools throughout the New Mexico balance of state are involved in career exploration through job observation in the Comprehensive Career Exploration and Development Activities (CCEDA) program. Over 1400 youths from all economic backgrounds were enrolled in the YETP-transition service program between October, 1978 and May, 1979. CCEDA counselors, each assigned to a participating school, assess students to determine their career interests, provide career information and counseling, and place the students in one or more observation sites throughout the community. Students have the opportunity to get a first-hand look at how a particular job is performed, to talk to individuals in the job, and to learn about the work environment.

### ROLE OF VOCATIONAL EDUCATION

The Division of Vocational Education within the State Department of Education has contractual responsibility for administering the CCEDA program. The CETA State Supervisor (within the Division of Vocational Education) has been a primary figure in the program in proposal development, implementation, and ongoing activities. He also serves on the Manpower Planning Council.

The CCEDA counselors, some of whom are vocationally certified, coordinate activities with the assistance of vocational counselors in the schools.

## PRIME SPONSOR INVOLVEMENT

The state BOS (the Governor's Office of Employment and Training) is in frequent contact with the CETA State Supervisor to discuss CCEDA and other CETA-funded programs. The BOS office provided labor market information during the needs assessment process and served as advisors during program development stages. State CETA representatives attend some of the in-service training sessions conducted by the CETA State Supervisor for local staff members.

Local Employment Security offices, which are frequently under contract with the BOS, serve as a resource for CCEDA staff. Employment Security personnel frequently assist by supplying names of employers for possible observation sites and also by attending local CCEDA planning meetings. When the program was being developed, the CETA State Supervisor visited principals to explain the CCEDA program; he frequently asked a local ES representative to accompany him.

## PROGRAM ACTIVITIES

### Administrative Affairs

On the local level, the CCEDA counselors are employees of the LEA's; they coordinate CCEDA activities with vocational counselors, principals, and teachers. The CETA State Supervisor, Division of Vocational Education, has overall administrative responsibility for the program. He maintains close contact with each of the seven CCEDA counselors and with the principals of the participating schools.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach, assessment, and counseling are provided mainly by the CCEDA counselor with the assistance of school personnel in the referral of students. Assessment of vocational interests is accomplished by the interview process and frequently by the use of a career interest inventory. Career information and career counseling are provided during the initial interview and/or through follow-up meetings.

### Non-Skills Oriented Training

Following the assessment, the student is placed in an appropriate observation site with public or private employers in the community. Observation activities last from a few hours to several weeks (a few hours at a time), depending upon student interest and availability of the site.

Observation assignments in several occupational areas may be made. Academic credit may be awarded to students who choose to complete ninety hours of observation time within one semester (approximately twenty percent of the participants choose the credit option). Coordination with other school personnel has enabled the CCEDA counselors to rearrange schedules for some students to permit observation sites during afternoon school hours; other students go to the observation sites on their own time.

### Work Experience and On-the-Job Training

The CCEDA counselors occasionally assist other YETP programs which offer work experience. The CCEDA counselors may place students in work experience positions or provide information on prospective sites to the YETP work experience counselors.

### Placement

Placements for the observation sites are developed by the CCEDA counselors with the assistance of local Employment Security personnel.

# YOUTH EMPLOYMENT AND TRAINING PROGRAM

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| *Location:* | Eden, New York |
| *Educational Agency:* | Board of Cooperative Education Services (BOCES-2) |
| *Prime Sponsor:* | Erie County Consortium |
| *Funding:* | $255,802 - YETP |
| *Target Group(s):* | In-school rural youth; handicapped youth |
| *Contact:* | Carl N. Friedman<br>YETP Program Director<br>4071 Hardt Road<br>Eden, New York 14057<br>(716)992-3413 |

## OVERVIEW

Over one hundred in-school youth (fifteen percent of whom are handicapped) are enrolled in the YETP program operated by the Board of Cooperative Educational Services (BOCES-2). This consortium of nine school districts is part of a statewide BOCES network. Assessment, counseling, pre-employment services, work experience, and placement are the services offered through the YETP program.

Nine YETP counselors (one for each school district) visit the schools, interview prospective participants, counsel students, conduct monthly seminars on employability skill development, and coordinate other program activities. Work experience placements, for ten hours during the school year and thirty-five hours during the summer, are in the public sector, YETP paid, at minimum wage levels. Seven of the nine LEA's award academic credit for the work experience component.

Activities for handicapped students are coordinated with special education committees of the schools; individualized education plans (IEP's) developed by the committees are used by program staff in the selection and delivery of appropriate services.

## ROLE OF VOCATIONAL EDUCATION

Vocational students, who comprise fifteen percent of the YETP participants, are matched in work experience placements to their vocational program areas.

Pre-employment skills of job hunting, job survival, and employability are developed through monthly seminars conducted by YETP counselors and through individualized counseling sessions.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor representative from the Employment and Training Service was involved in the proposal development stages through frequent meetings or telephone contact. Technical assistance is provided regularly; meetings held approximately every two months between prime and project representatives are for the purposes of reviewing progress, resolving problems, or expanding the program.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Project Director has administrative responsibility for ongoing operations of the program. The nine program counselors spend most of their working time in the schools with office space and materials provided by the LEA's. One Job Developer and one Special Education coordinator complete the project staff, who are all YETP-paid and employed by BOCES-2, the educational consortium, which has contractual responsibility for the program.

### Outreach, Assessment, Counseling, and Supportive Services

The program counselors provide or coordinate outreach activities with the assistance of school personnel. Assessment, consisting of interest, aptitude, and work values testing plus interviews to learn of vocational education coursework or previous work experience, is conducted in the schools by the program counselors. Eligibility screening on disadvantaged criteria is performed by the counselors with verification through the prime sponsor.

Counseling, particularly for the handicapped students, is an ongoing component of the program. Personal, academic, and vocational concerns are all dealt with during the individual or small group sessions.

### Institutional Occupational Skills Training

Vocational education participants, who attend vocational centers half of the school day and home schools the other half, are placed in work experience positions matched to their program areas.

Pre-employment skill development, through monthly seminars held in the schools, are conducted by the program counselors. Job hunting skills, interviewing techniques, and positive work attitudes are stressed.

## Work Experience and On-the-Job Training

Work experience is the major component of this YETP program. Participants are placed in jobs matched to results of the assessment component or to their vocational programs. Program counselors pay biweekly visits to the work sites (which are in the public sector) to provide follow-up services.

A Skills Competency Profile, identifying specific competencies learned on the job, is developed for each participant following the work experience component.

## Placement

Direct placement services (in unsubsidized positions for program completers) are provided by the full time Job Developer, who contacts employees concerning existing openings or for the development of new positions. The Skills Competency Profiles assist the Job Developer in identifying suitable areas of employment.

The Job Developer and the counselors work together to identify and develop suitable work experience positions.

# YOUTH EMPLOYMENT AND TRAINING PROGRAM

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| *Location:* | New York, New York |
| *Educational Agency:* | New York City Board of Education |
| *Prime Sponsor:* | New York City Department of Employment |
| *Funding:* | $3,500,000 - YETP |
| *In-Kind Contribution:* | Materials and equipment in vocational shops |
| *Target Group(s):* | Urban in-school youth; 14-15 year olds |
| *Contact:* | George R. Quarles, Chief Administrator<br>Center for Career and Occupational Education<br>110 Livingston Street<br>Brooklyn, New York 11102<br>(212) 522-5122 |

## OVERVIEW

As a part of the New York State Division of Vocational Education initiatives to strengthen the CETA connection, the New York City Board of Education's Center for Career and Occupational Education was designated to work with the prime sponsor, the New York City Department of Employment. Together they planned the YETP program. Other educational divisions including the Division of High Schools and the Bureau of Cooperative Education also participated in the planning. The Board of Education endorsed the program underwriting funding for initiating the program prior to the receipt of the 22% YETP funds, mandated set-aside under the legislation.

What began as a targeted effort in sixteen high schools has expanded to serve students in forty-five of the one hundred ten high schools in the five New York borroughs. The expansion has been due to the interest of principals and counselors in participating in the YETP program. The program provides seventeen hundred work experience slots for high school students aged sixteen through nineteen in addition to a demonstration project involving four hundred fourteen to fifteen-year-old junior high school students in community service activities. The Career Experience Center, the hub center for the YETP project, was established with program funds to serve as the focal point of program operations.

## ROLE OF VOCATIONAL EDUCATION

Vocational education is an important interface with the YETP program. Both YETP and vocational education planning staff meet monthly to discuss methods of coordinating including the use of vocational education and CETA funds. Vocational education funds have been used in the YETP program to pay for the salaries of instructors. The Youth Employment and Training Program is staffed by certified counselors and teachers, many of whom are vocational teachers. Vocational education planning staff are involved in the operation of the program.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor participated in the conceptualization of the YETP program. Currently, the prime sponsor maintains a monitoring function and provides technical assistance related to interpretation and application of federal regulations. Regular biweekly meetings are scheduled with the YETP project director to work out any problem areas.

## PROGRAM ACTIVITIES

### Administrative Affairs

The YETP program reports directly to the administrator of the Center for Career and Occupational Education (CCOE) as do the vocational technical units. The joint oversight of CCOE provides a link between YETP and vocational education. The YETP program has a staff of forty-five. The YETP staff is supplemented by high school counselors and vocational instructors who work part time or during the summer. Program improvement efforts have included orientation sessions for counselors and high school principals.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach activities take place in the high schools and are facilitated through the funding of a 2/10 position in each high school for a person whose job is to identify and select participants. Students who have an identified interest in the program are sent to the Career Experience Center and are provided with subway tokens or other fare necessary to get to the Center. Remaining activities take place at the Center. These activities include intake and assessment, counseling, and the provision of supportive services.

Intake and assessment is a two day process. Students receive orientation to the program, complete job applications, and are tested using the Harrington/O'Shea Career Decision Making Inventory. They then receive counseling in individual or group sessions to develop a career plan. Supportive services are arranged during the counseling. These services include use of a Computerized Career Information System, medical services, and programs in consumer education, handicapped work experience, and others. For example, arrangements have been made with the Adolescent Clinic at Harlem Hospital Center for medical and/or psychological examinations on an as needed basis. A YETP Student Council provides opportunities for students to participate in the administration of the program, including development of a student-run office and newspaper at the Career Experience Center.

### Non-Skills Oriented Training

Students' basic education level is assessed upon entry into YETP and if remedial education is needed, referrals are made back to the students' high school to initiate appropriate training or tutoring. There is also a career resources library located in the Center complex.

### Institutional-Occupational Skills Training

Approximately fifteen percent of the students in the program have been referred from vocational high schools where they have already received two to three years of institutional occupational skills training. For students who have not had previous training in occupational survival skills at their high schools, survival skills are included as a part of orientation at the Career Experience Center.

In some cases, vocational education workshops operate as employment sites for students. For example, a program in typewriter repair combined an instructional program in one of the vocational high schools with repair work performed in the same shop and laboratory. In this way, students had experience in an environment similar to a sheltered workshop where they repaired typewriters to be used in the New York City School system.

### Work Experience and On-the-Job Training

Students are placed in a variety of jobs at four hundred sites including hospitals, museums, and municipal agencies. They work ten to nineteen hours a week and thirty-five hours a week during the summer. They must have their own transportation to the sites but can use their school passes for this. Some students work alternate weeks and others work part-time after school. A training plan is developed for each students to ensure that the student will have an opportunity to develop entry level skills in the particular job. A pre-placement site evaluation form is used to assess work sites prior to assignment of any students to the site. Students are receiving academic credit for the work experience. They are evaluated by the job site supervisor. These ratings are tabulated and a grade is derived. A score of 65 is passing. This credit is equivalent to one elective course in the regular high school curriculum.

Work experience is available through a series of integrated work settings. These are actually individual YETP programs designed through the Center for Career and Occupational Education. For example, in FY '78, thirty-eight students from various schools were provided work experience at the Snug Harbor Cultural Center. Some of the students were actually able to take their academic courses at Snug Harbor in the morning. Work experience at the Snug Harbor site includes interior renovations, furniture refinishing, and groundskeeping. In another instance, YETP students worked with the People's Development Corporation and prospective neighborhood tenants under the supervision of journey workers tradespersons to completely gut and rebuild several buildings in the South Bronx. At another rehabilitation site in Brooklyn, twenty-eight students worked under the supervision of a general contractor and two teachers funded through YETP and VEA. Two of the students have been hired by the general contractor and three other students have formed their own home improvement business.

## Placement

The YETP program employs job developers to locate on-the-job training and work experience slots for YETP participants. The Department of Employment provides labor market information to the Center for use in job development and job placement. Job development activities have been facilitated by increasing community knowledge of the program. There has been extensive press coverage as well as presentations to local service clubs and community-based organizations. YETP graduates may receive placement assistance through a placement support program jointly operated by the New York City Public Schools and the Department of Employment.

II-195

# OCCUPATIONAL EXPLORATION AND MOBILE UNIT PROGRAM

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| *Location:* | Westbury, New York |
| *Educational Agency:* | Board of Cooperative Educational Services (BOCES) of Nassau County |
| *Prime Sponsor:* | Nassau County<br>Hempstead Town-Long Beach City Consortium |
| *Funding:* | SPEDY (SYEP) |
| *In-Kind Contribution:* | LEA provides classroom facility, donated time of Assistant Director of Occupational Education |
| *Target Group(s):* | Urban in-school youth ages 14-21 |
| *Contact:* | Clarence R. Becker, Assistant Director<br>BOCES of Nassau County<br>Salisbury Center<br>Valentines and the Plain Road<br>Westbury, New York 11590<br>(516) 997-8700 |

## OVERVIEW

The Board of Cooperative Educational Services (BOCES) of Nassau County, New York, operates a two-part SPEDY in-school program during the summer. The program's purposes are to help students determine their career interests through standardized testing, occupational sampling, and career guidance and counseling, and to provide students with an appreciation for the work ethic and with employment survival skills. The program can serve approximately 1,250 youth. The project is administered by the Division of Occupational Education for BOCES with the assistance of two program administrators. The direct service staff consists of certified occupational education instructors and guidance counselors with teachers and guidance aides as support. In the occupational exploration component, students attend classes for six hours per day (including a lunch period), five days per week for eight weeks. During this time students are introduced to the skills required in one or more selected occupations and are provided training in actions and attitudes necessary to obtain and hold a job. Students make field trips to area businesses and industries where they observe the nature of and skills utilized in the occupation being studied in the classroom. The second component consists of a team of guidance and counseling professionals who provide services to YETP youth participating in its summer work experience program. Vans enable this Mobile Resource Team to meet with the students in their worksite communities. All YETP youth working in the school districts served by the program receive four hours of group career guidance and counseling; in addition, some receive individual counseling. This unit also offers counseling services providing employability skills and living skills to students participating in the Introduction to occupational programs.

## ROLE OF VOCATIONAL EDUCATION

The program is administered by the Division of Occupational Education, and is considered an exploration of some of the occupational programs conducted by BOCES during the regular school year. During the eight week summer period, the occupational exploration component utilizes the Occupational Area Centers which during the school year house some of the sixty courses offered to secondary students in Nassau County.

## PRIME SPONSOR INVOLVEMENT

The Nassau County and Town of Hempstead prime sponsors provide technical assistance through interpretation of regulations, guidelines, etc. The prime sponsors distribute SPEDY and YETP funds to agencies concerned with facilitating programs for youth. The prime sponsors subcontract with BOCES for SPEDY programs. BOCES works very closely with the prime sponsors. During the application process BOCES submits a proposal describing the proposed program with budget attached. At the end of the program, the prime sponsors have the program evaluated by their coordinator of evaluation together with a final evaluation report provided by BOCES.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Division of Occupational Education oversees the administration of the program with the help of two program administrators in the Area Center where the program takes place. This staff works closely with the Neighborhood Youth Corps on the initial design and subsequent operation of the BOCES program.

### Outreach, Assessment, Counseling, and Supportive Services

The Neighborhood Youth Corps performs the program's outreach function. The Corps certifies the eligibility of potential program participants, and notifies local schools of the number of summer positions each has been allocated for the program.

The counselors in the schools interview the eligible students to ascertain which aspect of the program a student is most interested in. If the occupational exploration component is chosen by the student, the counselor works with the student to select the occupational module(s) congruent with the student's needs and interests.

Through the Mobile Resource Team, employability lessons, life skills and individual counseling take place. Typically, one member of the Mobile Resource Team is a specialist in one-on-one problem solving, and is available to counsel students with personal, employment, or life skills difficulties. Problems which are not immediately resolvable are brought to the attention of the students' school counselors for follow-up purposes.

### Non-Skills Oriented Training

In addition, this Mobile Resource Team focuses upon consumer affairs, nutrition, physical fitness, grooming, personal adjustment, household care and maintenance, and personal financial management.

### Institutional Occupational Skills Training

In the occupational exploration component, students are provided training in the skills used in occupational clusters of their choice. Examples of clusters include Food Services (Baking, Commercial Foods), Health Services (Medical Assisting, Licensed Practical Nursing, Dental Assisting, Child Care), and Metal Trades (Machine Shop, Welding, Sheet Metal Fabrication). At the conclusion of their training, students are evaluated on their degree of proficiency on the skills. Also, each student is assessed on his/her attitude, work ethics, and motivation. The results are included in the student's file and may be used by the home school for awarding vocational co-op credit. In addition to skill training specific to occupations, students are provided instruction in completing employment applications, interviewing, and proper work attitudes and habits. Students receive a stipend of the Federal minimum wage per hour for the six-hour day spent in the occupational exploration component.

## II-198

# YOUTH EMPLOYMENT AND TRAINING PROGRAM FOR GENERAL EDUCATION DEVELOPMENT (GED)

*Location:* Charlotte, North Carolina

*Educational Agency:* Central Piedmont Community College

*Prime Sponsor:* City of Charlotte

*Funding:* $87,500-YETP
10,000-Charlotte-Mecklenburg
County Youth Council

*Target Group(s):* Urban dropouts

*Contact:* Sarah Stevenson
Charlotte-Mecklenburg Youth Council
501 East Morehead Street
Charlotte, North Carolina 28202
(704) 334-3035
332-8100

## OVERVIEW

The Charlotte-Mecklenburg County Youth Council, a community-based organization offering a range of activities and programs to in-school and out-of-school youth, assists thirty high school dropouts through a GED preparation program at Central Piedmont Community College. The youths spend sixteen hours per week in GED classes at the community college. Four hours per week are spent at the Youth Council Center where students receive counseling and participate in numerous personal development activities, also employability skills training and career information workshops. Students receive training allowances for program participation.

The open-entry/open-exit program offers completers placement in unsubsidized employment, skills training through the community college or YETP-work experience programs.

## ROLE OF VOCATIONAL EDUCATION

The Central Piedmont Community College, through an agreement with the Youth Council, provides the classroom training for program participants in GED preparation. Vocational skills training programs offering one or two certificates are available on campus; program completers are frequently referred to the skills programs.

## PRIME SPONSOR INVOLVEMENT

The prime assists the program staff through interpretation of regulations, implementation efforts, program monitoring and other technical assistance activities.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Youth Council administers the program and coordinates activities at the community college. A program coordinator (YETP-paid), and two counselors (public service employees-PSE) complete the program staff. The community college receives tuition and fees from program funds.

### Outreach, Assessment, Counseling and Supportive Services

The Youth Council provides outreach, assessment and counseling services for the program. Supportive services of transportation, child care, referral to community agencies, etc. are made available through YETP funds or other Youth Council programs. Labor market and career information are available through the community college, and also through seminars and workshops conducted by Youth Council staff and/or other consultants.

### Non-Skills Oriented Training

GED preparation is the major focus of the program; the community college utilizes individualized learning techniques and programmed instruction as much as possible in the classroom setting.

### Institutional Occupational Skills Training

Employability skills development, through workshops or classroom activities, is considered an essential component of the program. Through activities at the Youth Council facilities, youths can learn how to seek a job, deal with co-workers and supervisors, dress and act appropriately on the job, etc.

Program completers are frequently referred to skills training programs at the community college.

### Work Experience and On-the-Job Training

Ten students are in the process of being placed in work experience positions in public service agencies.

## Placement

Placement is offered by program staff in unsubsidized positions (through direct referral and/or job development) skills training programs at the college or other postsecondary institutions, or other YETP-work experience programs in the area.

# EXPLORATORY WORK EXPERIENCE (EWE) PROJECTS

## STATE LEVEL

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| *Location:* | Raleigh, North Carolina |
| *Educational Agency:* | North Carolina State Board of Education |
| *Prime Sponsor:* | Balance of North Carolina |
| *Funding:* | $823,085 - YETP |
| *Target Group(s):* | In-school youth |
| *Contact:* | Vaden Hairr, Associate Director of Vocational Education<br>Department of Public Instruction<br>State Education Building<br>Raleigh, North Carolina 27603<br>(919) 733-7362 |

### OVERVIEW

Sixteen LEA's in the North Carolina balance of state offer high school students work experience and transition services through YETP-funded Exploratory Work Experience (EWE) Projects. The EWE projects are administered and coordinated by the State Division of Vocational Education in cooperation with the CETA liaison office of the Department of Public Instruction through a contract with the BOS office. Although the programs vary in details, the overall plan developed at the State level has been implemented in the LEA's. Each program enrolls approximately fifteen economically disadvantaged youths in the year-long project. Students attend an EWE class each day for employability skill development, remedial education, counseling, and assistance in some specific skills needed for their work experience positions. The youths work in public service agencies with wages paid through YETP funds. In-school instruction and work hours increase during the summer months.

The Division of Vocational Education, the CETA liaison office, the State Board of Education Controller's Office, and the Division of Community Employment work together to sponsor and present in-service training workshops, program evaluation, and technical assistance.

## ROLE OF VOCATIONAL EDUCATION

The Division of Vocational Education, State Department of Public Instruction coordinates the EWE projects. The Associate Director of Vocational Education is actively involved in all phases of program planning, implementation, and evaluation. Evaluation is a coordinated effort with major responsibility placed in the Division of Research.

The Division of Vocational Education developed curriculum guides, student and employer data forms, and certain program reporting forms for the local projects.

On the local level, the programs are a part of the vocational education curricula of the high schools. Local directors of vocational education have been involved in varying degrees through proposal writing, planning, coordination of State and local activities, implementation, and fiscal matters. Program teachers are vocationally certified.

Development of entry-level skills through the EWE projects has been stressed.

## PRIME SPONSOR INVOLVEMENT

Ceta planners in the Division of Community Employment, Department of Natural Resources and Community Development (BOS) maintain contact with State vocational education representatives through frequent meetings and telephone conversations. CETA provides technical assistance to the Division of Vocational Education and to the local program staff in such matters as regulations, reporting systems, and fiscal concerns. In addition, overall planning, resolution of problems, and in-service training for local staffs are frequently handled jointly by CETA planners and State vocational education staff. CETA monitoring of the local programs is accomplished by regional CETA offices within the State.

Local manpower services offices assist the projects by providing labor market information and local employer information. In some cases, program teachers have been asked to serve on Youth Advisory Councils.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Associate Director of Vocational Education has State-level administrative responsibility for the EWE project. One part-time evaluator and one part-time secretary to the project receive CETA funding for salaries; the time of other State education staff who work on the project is paid for by vocational or general education funds.

On the local levels, the program teacher maintains records of all activities. The principal and/or the Local Director of Vocational Education handle the program administrative concerns and serve as liaisons to State vocational education or CETA. Budget matters are handled by the LEA fiscal officer.

## Outreach, Assessment, Counseling, and Supportive Services

Outreach, assessment, and counseling are handled at the local level by the program teacher with the assistance (frequently) of school counselors. Students may be referred by school personnel or contacted following their identification as eligible according to income criteria. Eligibility screening is accomplished by the program teachers and/or local directors of vocational education. Assessment varies from an interview to identify job interests to administration of interest and aptitude inventories plus review of school records. Counseling (by the program teacher and/or school counselor) is an ongoing component of all of the EWE projects. Transportation assistance varies among programs from reimbursement for mileage to providing a bus for travel to the work experience positions.

### Non-Skills Oriented Training

Life skills, such as budgeting, personal grooming, check cashing, etc., are taught in the EWE classes through discussion, written activities, films, outside speakers, etc.

### Institutional Occupational Skills Training

Development of pre-employment skills is a major focus of the EWE classes. Positive work attitudes and job search skills are stressed.

EWE teachers provide one hour of organized instruction per day during the regular school term and three hours of instruction per day during the summer component. Individual attention to the necessary skill areas is provided as much as possible during the classroom setting.

### Work Experience and On-the-Job Training

All EWE students are placed in public service positions throughout the community. Students work approximately fifteen hours per week after school (although some may leave school early). During the summer component, students work twenty hours per week.

### Placement

Placement assistance for program completers is offered through site visits to postsecondary institutions, local employer information, and indirect job referrals.

Work experience placements are developed by the program teachers through visiting or telephoning employees.

# YOUTH EMPLOYMENT AND TRAINING PROGRAM

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| *Location:* | Devil's Lake, North Dakota |
| *Educational Agency:* | State Board of Vocational Education |
| *Prime Sponsor:* | Statewide Consortium |
| *Funding:* | $37,800 - YETP |
| *In-Kind Contribution:* | LEA provides time of Vo-Tech faculty members |
| *Target Group(s):* | Rural in-school and out-of-school youth, ages 14 to 21 |
| *Contact:* | Leroy Rice<br>Lake Area Vo-Tech Center<br>Highway 20 North<br>Devil's Lake, North Dakota 58301<br>(701) 662-5056 |

## OVERVIEW

The Youth Employment and Training Program at the Lake Area Vo-Tech Center (LAVTC) provides transition services to approximately two hundred youth identified through a recruitment and screening process. The transition services include: vocational assessments, counseling, provision of labor market information and other activities concerned with the education-to-work transition. These services are provided either at the LAVTC or at the students' home schools.

A classroom training component offered during the summer months provides individualized occupational skills training, vocational assessments, on-the-job placement, counseling and additional transitional services to approximately twenty-five participants. This training, offered to participants for ten hours per week for ten weeks, is developed to meet the needs of each individual student. Project staff includes the coordinator, project counselor, a job developer, and classroom instructors from the Lake Area Vo-Tech Center.

## ROLE OF VOCATIONAL EDUCATION

Lake Area Vo-Tech Center facilities, equipment, staff and instructors are involved in phases of the YETP program. The LAVTC regular program is completed by early afternoon; therefore, facilities are available to the YETP program at that time. Summertime is another instance when the program utilizes the vocational center facilities--a mutually beneficial arrangement. The LAVTC Supportive Services Coordinator is the YETP Program Coordinator. He is also in charge of vocational education co-op programs and is therefore knowledgeable of work opportunities in the communities. Representatives from the State Board for Vocational Education visit the program to provide technical assistance.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, through the North Dakota Employment Security Bureau, contracts with the Lake Area Vo-Tech Center to provide YETP program services. Time cards are sent to the Employment Security office and the payroll is handled by them with checks sent directly to students. State CETA administrators, State Board of Vocational Education representatives and program personnel of five pilot CETA programs met for joint discussions of progress, problems, etc. during the first year of the programs. CETA personnel make visits to the program, and there is regular telephone and personal communication between program personnel, Employment Security representatives, and State Board for Education representatives.

## PROGRAM ACTIVITIES

### Administrative Affairs

Program operations are managed by program staff members either at the campus of the LAVTC or in the participating schools in the area. The summer classroom training program is conducted at the LAVTC facility. The program job developer locates job sites and monitors participant work experiences.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach is a joint effort of the local Job Service and the YETP program staff members. Activities promoting participation in the program include the use of newspaper publicity, radio announcements, flyers, posters, contacts with educational institutions/districts, contacts with community service agencies, contacts with Job Service personnel, open-house activities for parents and business and industry communities, and presentation of the program to community service groups. Out-of-school program participants enroll in the summer portion of YETP either through Job Service office referral or at the LAVTC.

Counseling is provided on both an individual and a group basis as a part of the classroom training component following the assessment of interests and abilities. Labor market information is also provided to the students to make them aware of those jobs or occupational clusters in the Devil's Lake area that are in need of trained personnel, and which are related to the YETP skill development areas.

Supportive services offered to YETP participants include transportation to the LAVTC (or money for gas), child care when it is necessary in order for the parent to attend classes or during working hours and other transitional services.

### Non-Skills Oriented Training

Remedial or basic skills training is provided when necessary through a cooperative agreement with the Lake Region Junior College located across the state from the LAVTC.

### Institutional Occupational Skills Training

The YETP program during the school year focuses primarily on transitional services and includes vocational assessments, counseling, labor market information and activities relating to the education-to-work transition. The classroom training component offered during the summer includes some combination of the following: concentrated basic skills development; job acquisition skills; vocational assessments; counseling; vocational skill development (selected units of instruction from any of nine vocational areas); on-the-job placement; and additional transitional or supportive services.

### Work Experience and On-the-Job Training

The YETP job developer contacts employers in the area in order to place youth for: (a) exploratory/auditing, (b) part-time employment, (c) full-time employment, or (d) on-the-job training. The job developer is able to go into areas not covered by "traditional" vocational education cooperative education placements, e.g., grain elevators. Academic credit for work experience is received through an approved supervised occupational training program in selected vocational areas. Credit is based on one-half elective credit for one hundred eighty hours of work and classroom instruction.

### Placement

Job Service aids students who seek permanent unsubsidized placement.

# YOUTH EMPLOYMENT AND TRAINING PROGRAM

*Location:* Bellefontaine, Ohio

*Educational Agency:* Ohio Hi-Point Joint Vocational School District

*Prime Sponsor:* Balance of Ohio

*Funding:* $89,419 - YETP

*Target Group(s):* In-school, rural youth

*Contact:*
John C. Richard, Superintendent
Ohio Hi-Point Joint Vocational School
Bellefontaine, Ohio 433]]
(513) 599-3010

## OVERVIEW

The YETP program involves the mainstreaming of some students into regular vocational education classes taught by certified vocational instructors and the participation of other YETP students in special counseling, remedial work and employability skills training taught by an itinerant Career Education Specialist who visits the home schools. Regular vocational education programs involve one to three hours a day of classroom/lab skills training for one or two years (depending on occupational area). Classes taught by the project-hired Career Specialist are held one day a week, three hours a day after the regular school day program. YETP students also take part in hands-on career exploration activities on six Saturdays for six hours a day during the summer months. Work experience is also a component of the YETP program. This program covers a very broad area of Ohio (five full counties and two-thirds of another) spread over twenty school districts. Four community-based organizations (CBO's) carry out program responsibilities in areas such as outreach, screening, work-site development and job placement.

## ROLE OF VOCATIONAL EDUCATION

The Superintendent of the Hi-Point Joint Vocational School wrote the proposal for the YETP program and has administrative responsibility for its operation.

Vocational education instructors, facilities, equipment and materials are used where YETP students are mainstreamed into regular vocational education classes at their home schools or at the Joint Vocational School (JVS). The JVS shares the cost of student assessment as an in-kind contribution. The Hi-Point vocational facility is used for YETP special training sessions. JVS Multi-Media Center materials entitled Career and Remedial Education (CARE) are available on loan to all schools in the JVS service area.

## PRIME SPONSOR INVOLVEMENT

The Office of Manpower Development (OMD) serves the Ohio balance of state as fiscal agent for the YETP program. OMD and/or the regional DOL office approve major purchases of program equipment. Personnel from OMD were involved in early discussions with school officials to determine what services could be provided for YEDPA students.

## PROGRAM ACTIVITIES

### Administrative Affairs

JVS administrators and program staff handle the day-to-day administration of the in-school component of the YETP program. The four community-based organizations participating in the YETP program coordinate the work experience component and pay the students.

### Outreach, Assessment, Counseling and Supportive Services

The outreach component of the program and the screening of participants is being handled by the four community-based organizations served by the Hi-Point Vocational School. JVS and project service staff assess YETP students using the C.O.A.T.S. ( Comprehensive Occupational Assessment and Training System) Job Matching System, Employability Attitudes, and other assessment materials from the JVS Mathematics and Language Centers. The Ohio Career Information System, a computerized information service with terminals in the different schools, is used to aid in determination of interest in cluster areas.

Counseling is provided by project staff in home schools or at the Joint Vocational School.

The Career Specialist also provides in-service help to regular vocational teachers and counselors in each participating school. Transportation to the JVS is provided for special training sessions on weekends and during school breaks. The CBOs provide some transportation services for work experience sites. The Joint Vocational School, in cooperation with Logan County agencies offering services, developed a directory of all services available to individuals. The directory outlines what each agency can provide--from items such as eyeglasses, medical care to training needs--so that there is easy reference to these materials and to the services.

## Non-Skills Oriented Training

Remedial work is provided by the Career Specialist one day a week for three hours a day at participating schools after regular school hours. Career exploration and a living skills program are offered. Special community projects utilizing career interests are developed and carried out: such as the design and development of a park area for the highest point in Ohio and the construction of bleachers for a small community park.

## Institutional Occupational Skills Training

Employability skills or occupational survival skills are taught by the Career Specialist in classroom training sessions. Vocational skills training is provided through the mainstreaming of YETP students into regular classes.

## Work Experience

Work experience slots are located by the community based organizations and approved by Joint Vocational School personnel. Students work fifteen to twenty hours a week. Whenever possible, the student's in-school vocational training program is linked with her/his work experience position and academic credit is given in these cases.

## Placement

Placement services are offered to the YETP students through the community-based organizations and also by the Joint Vocational School Placement Service if needed.

# YOUTH EMPLOYMENT TRAINING PROGRAM

## Youth Employment Services Center (YES Center)

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| *Location:* | Columbus, Ohio |
| *Education Agency:* | Columbus Area School Districts |
| *Prime Sponsor:* | Columbus Consortium (Franklin County) |
| *Funding:* | YETP |
| *In-Kind Contribution:* | Schools provide counseling services for YETP students |
| *Target Group(s):* | Urban in-school youth and dropouts |
| *Contact:* | Mr. Irvin G. Lowery<br>County Liaison for the City/County Consortium<br>720 East Broad Street<br>Columbus, Ohio 43215<br>(614) 222-7754 |

### OVERVIEW

The Youth Employment Training Programs for in-school youth are expansions or extensions of programs already serving youth in Columbus and Franklin County, Ohio.

For out-of-school youth and dropouts, the Youth Employment Services Center was developed. The students participate in an orientation program for one to two weeks for four hours a day. Career interests are determined and the students are informed where jobs are available. Students are placed in a training component for two to three months, and then assisted in finding a job or directed to further training.

In order to provide the greatest impact on the largest number of YETP youth, it was decided that school counselors should be involved in a county-wide World of Work seminar. The topic for the seminar was "Education, Industry and Government Working Together for Better Understanding." A large industry in the Columbus area was host to a two-day seminar planned by YETP project personnel. Counselors were given tours of several of the larger area employers' facilities. There were presentations by business and industry representatives on hiring practices, expectations of industry for employees, wages, benefits, unions, etc. One section of the seminar promoting vocational education featured speeches by the Director of the National Academy of Vocational Education and the President of Columbus Technical Institute. The Director of the Ohio State Occupational Information Coordinating Committee (SOICC) talked about labor market information and the seminar closed with talks from guidance professors from the Ohio State University.

## ROLE OF VOCATIONAL EDUCATION

The staff members of the four Columbus Career Centers work closely with the city/county consortium in coordinating programs for youth. Vocational programs for YETP in-school youth are expanded or enhanced with YETP funds.

## PRIME SPONSOR INVOLVEMENT

The YES Center is staffed by both city and Employment Security personnel. The World of Work Seminar was offered under the coordination of prime sponsor representatives. Work with the Columbus Career Centers provides prime sponsor personnel and vocational representatives opportunities for coordinated efforts.

## PROGRAM ACTIVITIES

### Administrative Affairs

In-school programs involving YETP students are administered by school personnel. Services for out-of-school youth and dropouts are provided through the YES Center and the orientation and training personnel.

### Outreach, Counseling, and Supportive Services

Outreach or recruitment of in-school students is accomplished by counselors and instructors. YES Center personnel handle intake and assessment for out-of-school youth.

### Non-Skills Oriented Training

Students are offered career information and interest assessment during the orientation component of the out-of-school program.

### Institutional Occupational Skills Training

In-school YETP students receive skills training through regular vocational education programs.

Out-of-school youth spend two to three months in a skills training component at such places as the Columbus Technical Institute which has a program in warehouse training; OMNI, which uses a Distributive Education model in its training; and the AFL-CIO, which operates a program called VEPs, a vocational exploration program.

### Placement

The YES Center offers placement assistance to program participants.

# YEAR-ROUND CAREER DEVELOPMENT PROGRAM

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| *Location:* | Springfield, Ohio |
| *Educational Agency:* | Springfield Board of Education |
| *Prime Sponsor:* | Clark County |
| *Funding:* | $471,664 - YETP |
| *Target Group(s):* | In-school, urban youth |
| *Contact:* | George Degenhart<br>Coordinator of Career Education<br>49 East College Avenue<br>Springfield, Ohio 45501<br>(513)324-4109 |

## OVERVIEW

The Year-Round Career Development Program (CDP) is a three-phased program including an awareness phase, an orientation phase and an exploration phase. The program can last from one to three years. Seventy percent of the students are in regular school programs all day and their career component begins after school hours. Thirty percent spend part of the school day in regular school programs and participate in a work experience during another part of the school day. The project includes training for Educable Mentally Retarded (EMR) students tailored to their specific needs and limitations. There is also a summer component in this program. Both in-school and summer programs include instruction in self-awareness, job attitudes and preferences, work experience, and entry-level and basic skills. All of the students in the programs are placed in work experience positions. Students attend classes after school one day a week from 3:30 to 5:30 PM in: (1) career awareness; (2) career exploration; or (3) basic skills. For three days a week (ten to fifteen hours) students are at their work experience sites. The Youth Career Development Center coordinates and supervises the work sites. Program instructional staff members include the Coordinator of Career Guidance Services and the Career Development Coordinator for the Springfield City Schools and a basic skills instructor. Youth Career Development staff members include a counselor and work supervisors.

## ROLE OF VOCATIONAL EDUCATION

The Career Education Coordinator for the Springfield City Schools is the Director of this project. (In Ohio, Vocational and Career Education are included under the Career Education title.) Career Education handles administrative activities and costs for classroom components of the project. The Pre-Vocational Skills Center of the Springfield City Schools provides remedial work and basic skills training for project participants. Vocational education instructional materials are used in the classroom training sessions.

## PRIME SPONSOR INVOLVEMENT

The Clark County Board of Commissioners sponsors the Employment and Training Office (ETO) which lets contracts to program operators such as the Springfield City Schools and the Youth Career Development Services of the Springfield Urban League. The ETO conducts project monitoring activities and project personnel report to ETO and the Board of Commissioners concerning enrollment, attendance, budget matters, inservice training, testing and other project activities and progress.

## PROGRAM ACTIVITIES

### Administrative Affairs

Administration and operation of the Career Awareness, Career Exploration, and Basic Skills components are handled by project personnel from the Springfield City Schools staff. The Urban League's Youth Career Development Services supervise and coordinate the work experience component. The CETA Youth Administrator of the Clark County ETO and project administrators work closely through conferences and frequent telephone contacts and correspondence.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach services for the project are offered by the county Employment and Training Office (ETO) which is the CETA Intake Office. ETO also does financial or eligibility screening of prospective students.

Assessment by the Career Development Project personnel includes the Wide Range Achievement Test (WRAT), the Individual Pupil Monitoring System (IPMS) and the COATS I and II Career Planner. COATS is the acronym for the Comprehensive Occupational Assessment and Training System. It is a job interest/job matching system that attempts to match student interests to available jobs and/or training program on a local level. Counseling is provided by both CDP staff and YCDS counselors.

Transportation is provided from home schools for those students attending classes at the Pre-Vocational Experience Center (PVEC).

## Non-Skills Oriented Training

Students who need remedial work in reading and math are assigned to the Pre-Vocational Experience Center (PVEC) for help in these areas.

Learning activities in survival skills are offered to those students who need this training. The unit covers topics such as finding a job, using a checking account, opening a savings account, etc.

Career Exploration activities are offered at PVEC for ten weeks. This phase includes pre- and post-rating of career information and hands-on exploration activities in areas such as Welding, Woods, Business, and Home Economics. Each student goes through three explorations. Also included in this phase are speakers and field trips.

## Work Experience and On-the-Job Training

All students enrolled in the Career Development Program are placed in work experience positions. These positions are located and the students supervised by the Youth Career Development Services of the Urban League. Some students are referred for work experience by the Springfield Juvenile Court System. There is academic credit awarded for work experience if the student is in a related vocational program in his home school.

## Placement

Post-program placement responsibility lies with the Occupational Industrial Center (OIC) which has a contract with the local CETA agency to provide this service.

# EMERGENCY HOME REPAIR PROGRAM

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| *Location:* | Portland, Oregon |
| *Educational Agency:* | The Portland Public School System |
| *Prime Sponsor:* | City of Portland |
| *Funding:* | Total-$311,168<br>84,714-YETP<br>46,454-Title VI<br>55,000-Title II-B<br>125,000-Housing and Urban Development Funds |
| *Target Group(s):* | Urban in-school youth and dropouts |
| *Contact:* | Gary Tuck, Youth Employment Coordinator<br>for Portland Public Schools System<br>3830 Southeast 14th Avenue<br>Portland, Oregon 97202<br>(503) 233-8903 |

## OVERVIEW

The Emergency Home Repair Program trains high school students and dropouts in skill areas within the fields of housing rehabilitation and repair. The open-entry open-exit program has approximately forty participants at any one time, one-third of whom are dropouts. Skills training received on the job is supplemented by an in-class component to teach particularly difficult skills and to resolve problems on the job.

In addition to meeting the employment and training needs of youth, the program has as a major purpose the provision of low-cost rehabilitation and emergency repairs to homes of low-income elderly and handicapped residents of Portland. The school system, prime sponsor, community development and housing agencies, programs for the aged, and the local general contractors' and carpenters' unions have worked together to coordinate program efforts.

## ROLE OF VOCATIONAL EDUCATION

The Career and Vocational Education Department within the Portland school system administers the Emergency Home Repair Program. The Local Director of Vocational Education had strong input into the development and implementation of the program, including the initial proposal development, and has strong input into the program at the present time through frequent meetings with the Project Director, representatives of A.G.C. and Carpenter's Unions, and other district coordinators.

## PRIME SPONSOR INVOLVEMENT

Since YETP involvement in early 1978, four years after implementation, the program has been expanded to serve more youth. The CETA representative for the project monitors activities through on-site visits to the job sites and the classroom facility to meet with crew supervisors and students. Periodic meetings with the Project Director and the Youth Employment Coordinator for the school system take place as CETA requirements change, clarification is needed, or modifications are in order. As an ex-officio member of the program advisory council, the CETA representative attends and participates in Council meetings.

## PROGRAM ACTIVITIES

### Administrative Affairs

Administrative responsibility is held by the area Career and Vocational Education Director; day-to-day operations are administered by the Project Director. Determination of general policy guiding the program is carried out by an advisory council with representation from program staff, the school system, CETA, local unions, Associated General Contractors, and the business community.

### Outreach, Assessment, Counseling and Supportive Services

Outreach and assessment for in-school students are provided through coordinated efforts of program staff and Work Experience Coordinators of the Career and Vocational Education Division. Out-of-school students are referred through various community-based organizations, Employment Security, prime sponsors out-of-school youth program and self-referrals, etc. Occasional exceptions to income eligibility requirements are made to allow participation of non-disadvantaged, in-school students who want the training and the high school credit but who do not receive pay.

Eligibility, based upon economic status and expressed interest in the trades being offered, has been determined by a joint prime-sponsor-school district committee. Work Experience Coordinators provide vocational assessment and counseling to all participants as needed.

### Non-Skills Oriented Training

Through coordination with the participant's CETA counselor or high school work experience coordinator, related instructional needs are identified and appropriate action taken. Remedial instructions for in-school youth and GED preparation for out-of-school youth is readily available.

### Institutional Occupational Skills Training

Participants occasionally meet at the project facility for in-class training before going to the job sites. During this in-class component the five staff members (four of whom are certified teachers and all of whom have experience in one or more of the occupational areas being taught) provide skills training in entry-level carpentry work, dry-wall, cabinet-building, roofing, and painting as related to housing rehabilitation and repair. The in-class time is devoted to specific problems which the youth are experiencing on the job and to particularly difficult skills in which the youth need extended training. The majority of instructional time, however, is spent in individualized instructions at the work-site.

### Work Experience and On-The-Job Training

Work experience provides most of the skills training. Participants are assigned to work crews of five to eight youth who work and attend the classroom component together. The staff members serve as both teachers and supervisors of the work crews. The out-of-school students involved in this program work or attend the class 35 hours per week. In-school students, who receive academic credit for program participation, work three and one-half hours per day seventeen hours per week. Students are released from school in either the morning or the afternoon and are paid for both the classroom training experience and the job-site experience. Academic credit for the program is available through the high school.

### Placement

Placement is provided for all students on an indirect basis; that is, the crew supervisors inform them of job openings in the community. In-school participants also have access to placement programs in the high school. Some of the program participants remain in the building trades and a few of the students have moved on to full apprenticeships in local unions.

# YOUTH EMPLOYMENT TRAINING PROGRAM

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|---|---|
| *Location:* | Allegheny County, Pennsylvania |
| *Educational Agency:* | Allegheny Intermediate Unit |
| *Prime Sponsor:* | Balance of Allegheny County<br>(County less Pittsburgh City) |
| *Funding:* | $544,005-YETP |
| *Target Group(s):* | In-school youth, educable mentally retarded/physically handicapped, institutionalized youth (status or criminal offenders) |
| *Contact:* | Ronald Bolam<br>Allegheny Intermediate Unit<br>Two Allegheny Center-Suite 1300<br>Pittsburgh, Pennsylvania 15212<br>(412) 323-5842 |

## OVERVIEW

The Youth Employment Training Program is a program of work study serving three hundred and fifteen junior and senior high school students. Seniors work up to fifteen hours per week. In addition, enrollees receive priority in use of the Student Career Planning Center, which provides career exploration materials, use of the computerized guidance information system, counseling sessions and testing.

Cooperative vocational education served as a model for the program. Sixteen school districts, two alternative education programs, and seven special education centers participate in the program.

## ROLE OF VOCATIONAL EDUCATION

The State Department of Vocational Education field office helped to develop the work study model used. The model includes certification of the coordinators. Vocational education consultants assisted in the development of project forms including training plans, work experience agreements, and monthly student performance evaluations.

To facilitate coordination, prime sponsor planning staff is invited to attend vocationally funded conferences or meetings such as the Western Pennsylvania Cooperative Education Association.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, Allegheny County Department of Jobpower, is responsible for program monitoring and evaluation, maintenance of all program data, and liaison with the Allegheny Intermediate Unit program coordinator.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Allegheny Intermediate Unit is the nexus for coordination of program activities. The unit maintains liaison with the prime sponsor and employers, subcontracts with LEA's to operate the program, provides technical assistance in the implementation of educational models, and performs program evaluations. The school districts and institutionalized and exceptional children's programs have responsibility for locating and selecting worksites and preparing non-financial agreements with employers.

### Outreach, Assessment, Counseling and Supportive Services

Students are identified by LEA's and the names given to the Intermediate Unit. Verification interviews are arranged through Employment Security. Counseling services are provided through subcontractors. Supportive services, such as transportation for special education students to and from the Student Career Planning Center, are provided as needed.

### Non-Skills Oriented Training

The delivery of job survival skill training varies with the particular program model implemented by an LEA. Survival skills may be developed through mentor relationships or in-class experiences as in a group setting.

### Work Experience and On-The-Job Training

A task force has been formed to make recommendations for the awarding of academic credit for work experience. The task force consists of Intermediate Unit staff, vocational education staff from the University of Pittsburgh, and the prime sponsor planning staff.

Several models for integrating education and work experience may be implemented by LEAs. One model concentrates on providing individual attention with each LEA staff member assigned no more than two students. The staff member holds weekly counseling sessions with the student and maintains bi-weekly contact with the employer. A second model integrates education and work experiences in a group setting. In the second instance, a teacher/coordinator conducts a class for fifteen to twenty students and monitors job site experiences. A third model shifts responsibility to the employer to establish a mentor relationship with the student. The employer meets monthly with the school staff to provide input on student educational needs. A fourth model utilizes a large institution to act as mentor for five to ten students located at one site. In addition to these models, there are special programs for institutionalized and exceptional youth. In the institutional component, a staff person is responsible for up to five students and coordinates both educational and employment experiences. The exceptional youth component provides employment experiences within the special education centers. The classroom/work activity teacher at each Center is responsible for coordinating the employment and educational experiences.

## Placement

Responsibility for job development, placement, and referral to further training for graduating enrollees resides with the various subcontractors. Both the Allegheny Intermediate Unit and the prime sponsor provide job development services for enrollees not placed by subcontractors.

## COMPREHENSIVE YOUTH PROGRAMS

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|---|---|
| *Location:* | Erie, Pennsylvania |
| *Educational Agency:* | Northwest Tri-County Intermediate Unit |
| *Prime Sponsor:* | Erie County |
| *Funding:* | $354,000 - YETP<br>53,306 - YCCIP |
| *Target Group(s):* | Rural in-school youth and former dropouts |
| *Contact:* | Don Albertson, Supervisor<br>Erie County Comprehensive Youth Programs<br>Erie County AVTS<br>8500 Oliver Road<br>Erie, Pennsylvania 16509<br>(814) 864-0641 |

### OVERVIEW

The Comprehensive Youth Programs (YETP and YCCIP) in Erie County seek to unify existing educational programs having the common goal of assisting students in the school to work transition.

This coordinated effort provides for a total student program with in-school activities referred to as "career development." This involves career information, employment services, job-related training, counseling and other related educational experiences.

Out-of-school activities referred to as "cooperative education" relate to on-the-job training, work experience, job and occupational exposure for educational purposes.

This coordination has led to an individualized program based on the students' needs and levels of development, thus enabling the student to make a smooth transition from a school environment to a work environment.

## ROLE OF VOCATIONAL EDUCATION

The Northwest Tri-County Intermediate Unit (I.U.) has a subcontract with the Erie County Area Vocational-Technical School to supervise the Comprehensive Youth Programs. The I.U. works with the Vo-Tech General Advisory Council and a management team consisting of project directors, principals, superintendents, Vo-Tech director, and the prime sponsor to provide oversight to the programs. Linkages are created between the YEDPA and vocational co-op programs of the Erie County AVTS, the special education and career education projects of the Northwest Tri-County Intermediate Unit and the school district diversified occupation projects. The coordination of services available through the various projects provides a comprehensive individualized program based on students' needs and levels of career development. The co-op education supervisor for the AVTS serves concurrently as the supervisor of the Comprehensive Youth Programs.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, the County of Erie Department of Manpower and Training, negotiated an agreement (LEA) which provides for the combination of available CETA youth funds into one overall program. The prime sponsor conducts a Summer Youth Program (SYP) for fourteen and fifteen year olds. The prime sponsor coordinates the SYP (project with the CYP program); half of the SYP participants attended a three-week vocational exploration program at the AVTS. The prime sponsor is responsible for all eligibility determinations.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Northwest Tri-County Intermediate Unit is the LEA party to the agreement with the prime sponsor. Staff (teacher-coordinators) for the program are supervised by the AVTS but are hired by the Intermediate Unit and paid on a twelve-month basis through program funds. The requirements for the program staff are the same as Pennsylvania State requirements for basic education programs. Staff are certified in co-op education, and are responsible for individualized career development plans, in-school career development activities, job placement, training agreements, and bi-weekly visits to work sites. The six staff members hired were provided with in-service education related to career education and cooperative education.

### Outreach, Assessment, Counseling, and Supportive Services

In order to identify eligible in-school youth, application forms were distributed to every student, fourteen years old and up, in the twelve school districts. This process facilitated the identification of students not accessible through such means as the listings of Free Lunch students.

Community agencies were surveyed to identify out-of-school youth. Employment counseling is provided through in-school and cooperative education with referral to other types of counseling as needed.

### Non-Skills Oriented Training

After reviewing entry forms, school records, and student interviews, the program staff and district staff may recommend further academic activities and counseling.

### Institutional Occupational Skills Training

The Individualized Career Development Plan prepared for each student determined the particular activities needed by each student to become job ready. Activities may include job-related training classes, skill training programs, mobility training or other related activities.

### Work Experience and On-the-Job Training

An Individual Cooperative Education Training Plan which complies with Pennsylvania Vocational Education requirements is prepared for each CYP student entering the cooperative education phase of the program. The plan certifies skill training to be accomplished on the job.

### Placement

Full-time unsubsidized employment for program completers not returning to school is arranged by the teacher-coordinator through community placement services. Part-time subsidized positions are developed for students completing the in-school phase by program staff. The teacher-coordinator develops cooperative education training sites during the course of the program.

# BERKS COUNTY YOUTH EMPLOYMENT AND TRAINING PROGRAM

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| *Location:* | Leesport, Pennsylvania |
| *Educational Agency:* | Berks County Intermediate Unit #14 and Berks Vocational-Technical School |
| *Prime Sponsor:* | Berks County |
| *Funding:* | $500,000 - YETP |
| *Target Group(s):* | Urban and rural youth, in-school and out-of-school, 14 to 21 years old |
| *Contact:* | Gerard L. Cunningham<br>Berks Vocational-Technical School<br>West Center<br>R. D. 1<br>Leesport, Pennsylvania 19533<br>(215)374-4073 or 374-4689 |

## OVERVIEW

The Berks County Youth Employment and Training Program is an occupational skills training program serving both in-school and out-of-school youth. Students attend classes each day from 3 p.m. until 6:30 p.m. at the West Center of the Berks Vocational-Technical School. "Hands-on" skills training classes are presently offered in approximately twelve trade clusters taught by vocationally certified instructors using vocational facilities and equipment. Students may also complete work for the GED. English Second Language (ESL) is offered and a bi-language instructor is a member of the YETP program staff. Eighteen county school districts are eligible to participate in the program, and transportation is provided from the home schools to West Center and back. The program staff includes the Supervisor, school counselor/placement personnel and classroom teachers. The YETP program is considered an extension of the regular day programs--the third shift or evening vocational-technical school. The out-of-school students are involved in up the thirty-five hours a week of paid training or work experience. In-school students are paid for their time in class. Students stay in the training courses as long as it takes for them to become employable--a decision made jointly by the instructor, the counselor and the student. A number of community-based organizations (CBO's) and area businesses are directly involved in the program. An example of CBO involvement is a subcontract with the YMCA/NYC Project to handle intial enrollment, work experience activities and placement of most out-of-school participants.

## ROLE OF VOCATIONAL EDUCATION

The Berks Vocational-Technical School facilities and equipment are used for the YETP classes; indeed, the YETP program is considered an extension of the regular vocational program of the school. The instructors of YETP classes are vocationlly certified members of the vocational-technical staff.

## PRIME SPONSOR INVOLVEMENT

A monthly meeting, held at the YMCA, involves the County Commissioners, area businesses and program staff for reports on progress of county CETA projects. CETA personnel also meet monthly with CBO representatives, educational personnel and other groups directly involved in program activities. This meeting is for the purpose of working out paper flow problems, human relations problems or any other difficulties that may arise in the operation of the program.

## PROGRAM ACTIVITIES

### Administrative Affairs

The YETP program is operated by program staff within the facilities and with the cooperation of the administration, faculty and staff of the Berks Vocational-Technical School and Berks County Intermediate Unit #14. The work experience component is handled by the counselor/placement personnel in cooperation with area business and industry representatives.

### Outreach, Assessment, Counseling, and Supportive Services

Enrollment of in-school students is handled by guidance personnel from each individual school participating in the program and the YETP counselor. Employment Security and the YMCA/NYC project staff are responsible for the enrollment of out-of-school youth. Interested persons must also complete a financial eligibility form supplied by the Berks County Employment and Training Office.

Each YETP participant is involved in at least forty-five hours of evaluation and counseling in addition to ongoing personal and career counseling. The evaluation involves the use of the Singer Graflex equipment and students are exposed to an average of sixty trades. YETP counselors then discuss the results of the evaluation with the student and an Individual Employability Plan is drawn up for each participant. Progress through the program is noted and evaluation and instruction results are recorded.

Transportation to the West Center and back to the home schools is provided and child care is available to those participants who need it.

## Non-Skills Oriented Training

Remedial work or help with basic math and reading skills is a part of the program. Each student is enrolled in a fifteen-hour Personal Improvement course emphasizing personal appearance, hygiene and etiquette.

## Institutional Occupational Skills Training

YETP participants are offered hands-on instruction in approximately twelve trade clusters such as Auto Trades, Building Maintenance, Data Processing/Keypunch, Health Services, etc. These classes are taught by instructors who are regular staff members at Berks Vocational-Technical School, however, YETP student/teacher ratios are usually smaller and the students receive individual instruction not possible in a large class. Students receive instruction in employability skills, employment ethics, attitudes, and human relations.

## Work Experience

Out-of-school students spend up to thirty-five hours a week in paid training or work experience. For those closest to the job market (by age or need), the emphasis is on basic entry-level skills. For younger students the experiences may be exploratory. Some in-school students may be placed in work experience positions unique to their needs or interests, e.g., one student who was interested in typewriter repair (for which no formal course is offered) was "apprenticed" to a repairman in the community.

The YETP program recommends that home school districts award credit for work experience and classroom training since they are taught by certified instructors in a vocational facility and include an approved curriculum. The final decision on awarding of credit is made by each district.

## Placement

Placement in work experience positions and final placement of graduates is handled by program counselor/placement personnel. In some instances, job leads are given by regular Berks Vocational-Technical coop instructors.

## EDISON HOUSING REHABILITATION PROJECT

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|---|---|
| *Location:* | Philadelphia, Pennsylvania |
| *Educational Agency:* | Philadelphia School District,<br>Division of Career Education,<br>Office of Vocational Education |
| *Prime Sponsor:* | Philadelphia Area Manpower Planning Council (FY '79) |
| *Funding:* | $ 64,000 - Title IV<br>130,000 - Vocational Education (P.L. 94-482) |
| *In-Kind Contribution:* | School District of Philadelphia contributing approximately $30,000 in salaries and warehouse space |
| *Target Group(s):* | Urban in-school youth; potential dropouts |
| *Contact:* | Dr. Joseph I. Rubin, Assistant Director<br>Division of Career Education<br>Philadelphia School District<br>734 Schuylkill Avenue<br>Philadelphia, Pennsylvania 19146<br>(215) 299-7146<br><br>Robert J. Robinson, Executive Director<br>Negro Trade Union Leadership Council<br>2825 North Broad Street<br>Philadelphia, Pennsylvania 19132<br>(215) 221-0100 |

### OVERVIEW

The Edison Housing Rehabilitation Project provides on-site instruction to high school youth in five building trades areas. Training is provided by School District Vocational teachers with the assistance of three journey workers employed by the subcontractor, the Negro Trade Union Leadership

Council. The project is designed to offer the students practical experience in applying the theories learned in the vocational education classes at Edison High School, Dobbins Area Vocational Technical School, Randolph and Swenson Skill Centers. The project personnel attempt to make the site setting comparable to an actual job site under a contractor. Students work for three hours a day, five days a week rehabilitating houses. Academic credit is awarded for this work based on demonstrated competencies and attendance. Vocational instructors and the union supervisor meet weekly to coordinate instruction. Students may participate in this program from one to three years beginning in the tenth grade.

## ROLE OF VOCATIONAL EDUCATION

Vocational education instruction in this project is directly linked to the training received by project participants at the housing rehabilitation sites. The vocational instructors meet weekly with on-site journey workers to assura coordination.

## PRIME SPONSOR INVOLVEMENT

The Commonwealth of Pennsylvania through its Department of Public Education, Division of Vocational Education, has a contract with the Philadelphia School District, which in turn, subcontracts with the Negro Trade Union Leadership Council (NTULC) for the on-site construction component of the project. Formerly, the Philadelphia Area Manpower Planning Council had a contract with the Philadelphia School District which, in turn, subcontracted with the NTULC.

## PROGRAM ACTIVITIES

### Administrative Affairs

Vocational education personnel at Edison High School and A. Philip Randolph Skills Center and on-site journey workers coordinate day-to-day project activities.

### Outreach, Assessment, Counseling, and Supportive Services

Students are assigned by school personnel from vocational construction cluster programs. Counseling is provided at the home schools.

### Non-Skills Oriented Training

Students requiring assistance in improving math and reading skills are given additional class hours in these competencies.

## Institutional Occupational Skills Training

The in-school vocational skills training project participants receive is supplemented and reinforced by the on-site training in housing rehabilitation.

## Work Experience and On-the-Job Training

On-site work supervisors/journey workers make the site work experiences comparable to an actual job under the management of a contractor.

## Placement

Placement assistance is offered students upon graduation. There is also the option of applying for two other programs operated by the NTULC: a Home Rehabilitation Program or a Targeted Outreach Program for building or related trades.

# YOUTH DEVELOPMENT PROGRAM

*Location:* Philadelphia, Pennsylvania

*Educational Agency:* JFK Skills Center

*Prime Sponsor:* Philadelphia City/County
Governor's Office

*Funding:* Title IV

*Target Group(s):* Urban out-of-school youth, especially females and teenage parents

*Contact:* John L. Stout, Executive Director
Youth Development Corporation
1411 Walnut Street
Philadelphia, Pennsylvania 19102
(215) 665-9348

## OVERVIEW

The Youth Development Program has created eight small businesses where youth have an opportunity to market their own products and services and become co-owners. Each business is separate and distinct and requires different skills. Their businesses are located in the youth's own communities. Skill training is provided through several methods ranging from on-the-job training to vocational skills training at the JFK Skills Center. There are eighty-three trainees in the program who are predominantly minority youth and all are unemployed.

## ROLE OF VOCATIONAL EDUCATION

The JFK Skills Center provides training in motor engine repair. This is the primary program link to a vocational education organization. The program also has a central office which provides vocational courses, including typing, shorthand, accounting, and other business courses.

## PRIME SPONSOR INVOLVEMENT

The prime sponsors' role lies in contracting and monitoring. Technical assistance related to the interpretation of regulations, budgeting, and reporting is also provided by the prime sponsors. The program is primarily funded by the city/county prime sponsor and supplemented by the Governor's Office.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Youth Development Corporation (YDC) is a non-profit CETA-funded agency which operates the Youth Development Program. The genesis for YDC was the greater Philadelphia Federation of Settlements.

### Outreach, Assessment, Counseling and Supportive Services

Outreach is facilitated through the thirteen offices of the Philadelphia Federation of Settlements which have direct contact with poverty neighborhoods. There is also coordination with the Bureau of Employment Security to identify youth. Assessment covers both academic and vocational skills. Counseling is provided on an individual basis by program staff. For each enrollee, the program pays for thirty-five hours a week of work and six hours of school.

### Non-Skills Oriented Training

Education services offered by YDC include special testing, tutoring, and GED preparation courses.

### Institutional Occupation Skills Training

Classroom training is provided through three methods; 1) a company allows participants to enroll in their own training center for a week or a company may sponsor a continuous seminar; 2) vocational training is available from an educational institution, e.g., motor engine repair at the JFK Skills Center or tree climbing at the University of Pennsylvania Extension Service; 3) vocational business courses are offered at the YDC Central Office.

### Work Experience and On-the-Job Training

The predominant method of training occurs daily on the job. The supervisor at each of the businesses is a skilled craftsperson. There are four types of employment opportunities offered: 1) employment in the eight program businesses; 2) training in local social service agencies; 3) office work in social service agencies and the YDC Central Office; and 4) sales promotion for the eight businesses.

### Placement

The Youth Development Corporation businesses offer long-term employment and the opportunity for some youth to be retained as co-owners when the business becomes a private enterprise.

# STAY

## Student Training Assistance For Youth

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| *Location:* | Pittsburgh, Pennsylvania |
| *Educational Agency:* | Pittsburgh Public School System |
| *Prime Sponsor:* | City of Pittsburgh |
| *Funding:* | $625,000-YETP |
| *Target Group(s):* | Urban in-school youth; potential dropouts |
| *Contact:* | Fred Monaco, Projects Coordinator<br>The Comprehensive Student Placement Section, Division of Occupational, Vocational, and Technical Education<br>Department of Secondary Schools<br>635 Ridge Avenue<br>Pittsburgh, Pennsylvania 15212<br>(412) 321-4934 |

## OVERVIEW

The STAY program offers work experience, in-class instruction, counseling, support services, and placement to Pittsburgh high school students identified as potential dropouts. Administered through the Comprehensive Student Placement Section in the Division of Occupational, Vocational, and Technical Education with the Department of Secondary schools, STAY serves approximately five hundred potential dropouts (seventy-five percent of whom are minorities) per year. Students remain in STAY for six months and complete three major components of the program: one hour per week of counseling and supportive services; two hours per week of in-class instruction in employability and survival skills, twelve hours per week work experience in public sector positions. All activities are on an extended-day basis; academic credit is awarded for one hundred and eighty hours in the work experience component; minimum wage is paid for the full fifteen hours per week participation. During the summer, students are placed in part- or full-time unsubsidized employment with bi-weekly follow-up provided. Unsubsidized placement assistance is also provided to all students who complete the STAY program.

## ROLE OF VOCATIONAL EDUCATION

The Division of Occupational, Vocational, and Technical Education administers three programs, including STAY, which serve educationally and/or economically disadvantaged students. The other two programs, which are funded by the LEA and State Vocational Education disadvantaged and handicapped monies, serve as companion programs to STAY through shared facilities and program materials in the schools. Placement for STAY program completers is provided by Placement Personnel of the two companion vocational programs.

## PRIME SPONSOR INVOLVEMENT

Prime Sponsor staff worked closely with program staff in the initial planning and implementation of STAY. Members of the two staffs, usually at the Projects Coordinator, CETA monitor and Youth Director levels, meet approximately on a monthly basis to discuss the status of the program and to develop needed modifications. Eligibility determination of participants is made by the CETA office following initial review of materials by STAY staff. The CETA Youth Director is a certified counselor with experience in the school system. Several CETA staff members involved with the STAY program, including the Youth Director, have experience in operating Neighborhood Youth Corps Programs in cooperation with the school system.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Projects Coordinator of the Comprehensive Student Placement Section of the Division of Occupational, Vocational, and Technical Education in the Pittsburgh public school system administers the STAY program as well as the companion programs for the disadvantaged and several other job placement and vocational cooperative projects. The Projects Coordinator maintains close contact with the Local Director of Vocational Education, the prime sponsor representative, and STAY staff members concerning program operations. An Assistant to the Coordinator has responsibility for day-to-day operations of STAY including staff assignments. Seven Field Service Aides, one Curriculum Development Specialist, and thirteen part-time teachers complete the STAY staff.

The STAY program has responsibility for administering approximately 45 percent of the prime sponsor's YETP funds rather than the legislated 22 percent for in-school activities through the LEA.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach, assessment, and counseling activities are the responsibility of STAY staff members, called Field Service Aides, who work with a caseload of thirty to forty students each.

A potential dropout criterion is used to identify students who could benefit from the STAY program; one or more of the following representative criteria designate the student as in need of intervention activities:

- one or two years behind in school;
- below C average for two years;
- trouble with court system;
- frequently truant, suspended.

The Field Service Aides meet with the students one hour per week in the schools to provide informal group or individual counseling, referrals to community agencies or other school services as needed, and to assist in solving problems occurring in the work experience component. The Aides act as liaisons for the students in the sense that they assist in coordinating the individual needs of the student with the appropriate supportive service: remedial education, health care, vocational assistance through Vocational Rehabilitation, etc.

## Non-Skills Oriented Training

Basic living skills including checkbook balancing, apartment renting, application for assistance in various agencies, etc. are taught in the students' home schools during the two hour per week classroom component. Vocational or academic teachers hired on an extended-day basis conduct the classes.

## Institutional Occupational Skills Training

Employability and job survival skill development is a strong focus of the two hour per week classroom component; positive attitudes toward work, the ability to deal with employers, job-seeking skills are emphasized.

## Work Experience

The twelve hour per week work experience positions are in the public sector in such occupational areas as clerical, maintenance, transportation, and janitorial work at entry levels. The work experience component emphasizes the development of marketable skills and positive attitudes toward work as indicated by the sample of one student who wanted to leave the program because of dissatisfaction with her assigned duties as a tray carrier in a cafeteria. Through the encouragement of the Field Service Aide, the student remained on the job and has since been promoted into a cashier position.

## Placement

Through coordination with the two companion programs in the Division of Occupational, Vocational, and Technical Education, placement assistance in unsubsidized positions is offered to STAY program completers. Priority in placement activities is given to STAY completers following the end of a six-month program cycle.

Job development activities for the work experience component are carried out through employer visits and telephone contact by the Field Service Aides. The original intent of the program during summer months was to transfer STAY students when possible to the city SPEDY program; however, when problems of participation and/or job placement arose, the STAY staff developed unsubsidized summer jobs for the students. Many of these summer placements have developed into permanent job opportunities.

## VOCATIONAL EDUCATION/YETP PROGRAM

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| *Location:* | Providence, Rhode Island |
| *Educational Agency:* | Providence Public School System |
| *Prime Sponsor:* | City of Providence |
| *Funding:* | $80,000 - YETP<br>30,000 - P.L. 94-482 (Vocational Education/Disadvantaged monies) |
| *Target Group(s):* | Urban in-school youth |
| *Contact:* | Dr. Robert Brooks<br>Director of Career and Vocational Education<br>Providence Public Schools<br>86 Fourth Street<br>Providence, Rhode Island 02906<br>(401) 456-9100 |

### OVERVIEW

The Providence program, jointly funded by vocational education and YETP, has the key components of vocational skills training, exploratory activities, and work experience, plus a range of transition services for one hundred fifty CETA eligible high school students. Students enrolled in the program receive vocational interest and aptitude testing followed by a ten-week skills training program matched to the results of assessment instruments administered at the area vocational school. After the ten-week training cycle, students are placed in public sector work experience positions to develop further the skills learned in class. All participants receive allowances for the training time and wages for the work experience at minimum or prevailing rates. Academic credit is awarded for both training and work experience activities. Counselors at a Career Resource Center, which was established through this program but is available to all students, conduct sessions in employability skills for the program participants.

A limited program of work experience activities or classroom training (but not both) is offered to middle school students.

## ROLE OF VOCATIONAL EDUCATION

The Director of the Department of Career and Vocational Education administers the vocational education/YETP program as well as programs involving career or vocational education and CETA-Title II. The area vocational school is the site for the ten-week skills training classes, and teachers hired for the extended-day program are vocationally certified. The Director of Career and Vocational Education serves on the CETA Youth Council and the Manpower Council for the city of Providence.

## PRIME SPONSOR INVOLVEMENT

The Deputy Director of Operations for the prime sponsor and prime sponsor planning specialists were involved in the developmental stages of the vocational education/YETP program through the provision of technical assistance concerning regulations, labor market information, and suggested activities. Prime sponsor staff and program staff are in contact at least weekly to discuss program operations, plans for an overall evaluation, and program changes. The Independent Monitoring Unit (IMU) for the prime sponsor assesses program activities through on-site visits and review of program data reports.

## PROGRAM ACTIVITIES

### Administrative Affairs

The two administrative officials for this program are the Director of Career and Vocational Education, who devotes approximately one-third of his time to the vocational education and career education programs involving CETA, and the area vocational school coordinator who works part time for the project, and who oversees the day-to-day activities. Other staff members include nine part-time vocational teachers, nine part-time (and one full-time) counselors, and a full-time job developer. The Vocational Programs Advisory Council for the public school system, which has prime sponsor representation, offers technical assistance and advice regarding goal determination and policy for the program.

### Outreach, Assessment, Counseling, and Supportive Services

Referrals to the program are made by program staff counselors in the various high schools and the area vocational school, and the local CETA office. The local CETA office provides eligibility screening, and eligible students are referred to program counselors at the area vocational school for interest and aptitude testing, guidance and counseling, and placement recommendation.

## Non-Skills Oriented Training

Four training sessions on local educational and occupational opportunities and an overall program orientation are held in the program's Career Resource Center located in the area vocational school. Students attend two sessions during the skills training module and two sessions during the work experience module.

## Institutional Occupational Skills Training

Students entering the YETP vocational education project complete a ten-week skills training program at the area vocational school on an extended day basis (after school, Monday through Friday) and receive training in the following areas: construction, electrical work, social health, and business exploratory. Students concentrate on entry-level skills training. This occupational skills training, received during the ten-week module, is followed by a ten-week work experience in a matched occupational area. These younger students may then return for another ten-week training module.

## Work Experience and On-the-Job Training

All work experience activities take place in the public sector. All students are matched to jobs based on aptitude and interest testing, counselor interviews, and the preceding ten-week training module.

## Placement

Placement assistance for graduating seniors is provided through the assistance of the Employment Security Office, through a non-financial agreement with the prime sponsor, and the Providence School Department's Cooperative Vocational Education office. Students are also assisted to enter the Vocational Exploration Program (VEP) sponsored by the National Alliance of Business in cooperation with the local CETA office.

# CAREER EMPLOYMENT EXPERIENCE/CLASSROOM TRAINING

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| *Location:* | Columbia, South Carolina |
| *Educational Agency:* | S. C. Department of Education, Office of Vocational Education |
| *Prime Sponsor* | Office of the Governor, CETA Division |
| *Funding:* | YETP |
| *Target Group(s):* | Rural in-school population, dropouts, offenders |
| *Contact:* | Dr. Nancy Moore<br>CETA Coordinator<br>Office of Vocational Education<br>State Department of Education<br>Columbia, S.C. 29201<br>(803) 758-3318 |

## OVERVIEW

The Career Employment Experience program provides employment and transition services including career information, counseling and guidance to in-school youth throughout the state and offenders at two state institutions. In-school students work ten hours a week during the school year and twenty-five hours a week during the summer. Enrollees at Youth Services work eight hours a week for fifty-two weeks. Enrollees at the South Carolina Department of Corrections receive only transition services over the same fifty-two week period.

The Classroom Training program services dropouts through area vocational centers. Enrollees receive vocational skills training, remedial reading, remedial math, and basic economics. Classroom training is held after regular school hours for twenty-five hours a week over a forty-six week period. There are approximately seventeen enrollees in each of eleven area vocational centers for Classroom Training. A maximum of twenty students are located in each of twenty-six centers for Career Employment Experience.

## ROLE OF VOCATIONAL EDUCATION

The Office of Vocational Education, S. C. State Department of Education administers the 22% YETP funds (Career Employment Experience Program) for the Office of the Governor, CETA Division, comprised of seven city or county districts and the balance of state. The Office of Vocational Education administers additional YETP funds for Classroom Training programs serving out-of-school youth. Classroom Training is taught by certified vocational instructors and area vocational centers are made available on an extended day basis to serve program participants.

## PRIME SPONSOR INVOLVEMENT

The Office of the Governor, CETA Division shares in the monitoring of the programs. The Governor's Office also holds meetings with the Office of Vocational Education and shares information. Program reports are submitted to the Governor's Office.

## PROGRAM ACTIVITIES

### Administrative Affairs

In each of the eleven centers where Classroom Training is offered, the program funds one coordinator (who may be a counselor), one clerical person and four teachers, and provides funds for supplies. General supervision and administration of the programs is carried out in cooperation with the Office of the Governor and the South Carolina Employment Security Commission. Monthly progress reports for the Classroom Training program are submitted by each area vocational center to the local Employment Security Office and the Office of Vocational Education. Students in both the Career Employment Experience program and the Classroom Training program are monitored on the worksite or in classroom attendance by a coordinator from the area vocational center. Funds for Career Employment Experience are used to pay student wages and salaries of administrative personnel.

### Outreach, Assessment, Counseling, and Supportive Services

The Employment Security Commission serves as an intake agency with responsibility for establishing eligibility, selecting and assessing potential enrollees. Vocational counselors and administrators may recommend students for the Career Employment Experience program. Counseling is provided for Career Employment Experience students in group sessions, while counseling for Classroom Training students is arranged through the coordinator or instructor.

### Non-Skills Oriented Training

Remedial education is a regular component of Classroom Training. The students receive on a daily basis one hour of remedial reading, one hour of math, and one hour of economics adapted to their educational level.

## Institutional Occupational Skills Training

Classroom Training students receive two hours a day of vocational instruction. Each area vocational center determines the course to be offered and all students take the course offered at a particular center. Academic credit for instruction is awarded through the Office of Adult Education and is based on time in the program and achievement of performance objectives established by the teachers. As all of the courses are offered after regular school hours, the teachers who participate in the program are regular teachers who are willing to teach after hours. Occupational survival skills are included in transitional services provided to Career Employment Experience students in group sessions.

## Work Experience and On-the-Job Training

The Employment Security Commission draws up work site agreements with each employer. Worksite agreements are contracts which spell out employer and student roles. Work sites include public, non-profit agencies. The vocational center Career Employment Experience Coordinator pays a minimum of two visits per month to each job site. Work experience for enrollees at Youth Services may be both within the institution and outside depending on individual circumstances.

## Placement

Placement for Career Employment Experience students is coordinated with individual career goals established through regular school counselors. The Employment Security Commission is responsible for placement through the development of work sites for participants.

## YOUTH EMPLOYMENT AND TRAINING PROGRAM

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|---|---|
| *Location:* | Pendleton, South Carolina |
| *Educational Agency:* | Tri-County Technical College |
| *Prime Sponsor:* | South Carolina Statewide Consortium |
| *Funding:* | $119,000.00 - YETP |
| *Target Group(s):* | Rural high school dropouts |
| *Contact:* | James R. Longo, Director of YETP<br>Tri-County Technical College<br>P. O. Box 587<br>Pendleton, South Carolina 29670<br>(803) 225-2250 |

### OVERVIEW

The Youth Employment and Training Program at Tri-County Technical College offers GED preparation, employability skills, counseling, supportive services, and placement to economically disadvantaged dropouts in a three-county rural area. Training allowances (at minimum wage rates) are provided through the State Employment Service for thirty hours per week, twelve-week participation.

The program has served seventy youth during the 1979 fiscal year; program completers are referred to CETA Title II-B skills training programs operated on the campus of the technical school, to a YETP-work experience program operated by a community-based organization, or to unsubsidized employment.

### ROLE OF VOCATIONAL EDUCATION

Tri-County Technical College administers and operates the YETP program through a subcontract with the South Carolina State Board for Technical and Comprehensive Education, Department of Manpower Services, which coordinates several YETP programs in the state.

Through linkages with other CETA programs on the campus, the YETP participants may be placed in skills training programs at the technical school.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor involvement with this program is frequently handled at the state level through contact between CETA planners and state education staff. Staff from the State Technical Education Office and the Governor's Office provide technical assistance to the Tri-County Program Director and also monitor the program on a regular basis.

## PROGRAM ACTIVITIES

### Administrative Affairs

The five staff members (director, counselor, clerk, two instructors) are employed by the technical school and paid through YETP funds. Administrative costs to the school are reimbursed by CETA. The Program Director receives assistance in planning and policy development from the Department of Manpower Services, State Board of Technical and Comprehensive Education.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and counseling activities are performed by the project staff; an assessment component will be utilized that evaluates the students' academic abilities, vocational interests and aptitudes and includes vocational exploration through varied work sample activities. A one-hour per week group counseling session on personal development is conducted each Friday by the Program Director and/or counselor.

### Non-Skills Oriented Training

GED preparation or basic skill development is a major component of this program. Instructors hold daily classes and/or assist students through individualized programmed instruction units in the learning laboratory. Life skills classes, which include attitudinal development, are held twice weekly in two-hour sessions.

A thirty-six hour course conducted to assist participants in obtaining drivers' licenses was held during July and August, 1979. This serious drawback to employment--not having a driver's license--has been alleviated for many of the participants. The course will become an ongoing component of the program.

Vocational orientation is accomplished in part by allowing YETP students to participate in regular Tri-County Technical College classes and labs on a short-term basis.

### Institutional Occupational Skills Training

Job hunting skills are strongly emphasized during the twice-weekly life skills classes; students are trained in interviewing, job search techniques, employability skills and job holding. The importance of good attendance, punctuality and productivity is stressed.

Skill training in vocational programs at the technical school is available to many of the program completers through CETA - Title II-B programs operated on the campus.

## Work Experience and On-the-Job Training

Work experience opportunities are available to program completers through another YETP program in the area.

## Placement

Placement in unsubsidized employment or other training and employment programs is accomplished by the program counselor, director, and instructors. The school's Career Center, which has employer information and job listings, is available to the program staff; referrals are frequently made through Career Center listings.

## YOUTH EMPLOYMENT AND TRAINING PROGRAM

| | |
|---|---|
| *Location:* | Spartanburg, South Carolina |
| *Educational Agency:* | Spartanburg Technical College |
| *Prime Sponsor:* | Statewide Consortium |
| *Funding:* | $92,000 - YETP |
| *Target Group(s):* | High school dropouts, ages 17-21 |
| *Contact:* | Deborah Highley<br>Coordinator, YETP<br>Spartanburg Technical College<br>P. O. Box 4386<br>Spartanburg, South Carolina 29303<br>(803) 576-5770 |

### OVERVIEW

The YETP program at Spartanburg Technical College has two major goals: to upgrade academic skills and to identify career goals of economically disadvantaged high school dropouts. Thirty youths enter the program during each twelve-week cycle. Training allowances (at minimum wage levels) are paid for thirty hours per week of study in GED preparation, basic skills, living skills, and employability skills. Counseling, assessment, and placement for completers in skills training or unsubsidized employment are also offered.

The Spartanburg program is one of several YETP programs coordinated by the South Carolina State Board for Technical and Comprehensive Education through a contract between the State Board and the Office of the Governor - CETA Division.

### ROLE OF VOCATIONAL EDUCATION

Spartanburg Technical College has contractual responsibility for administering and operating this YETP program; campus facilities and services are available to participants and YETP staff. Skills training for program completers is provided through referral to CETA Title II-B training programs also operated on campus. State-level vocational education (through the State Board for Technical and Comprehensive Education) has been involved in initial planning and implementation of this and other YETP programs.

## PRIME SPONSOR INVOLVEMENT

Prime sponsor representatives provide technical assistance (in fiscal matters, regulations, etc.) to the Program Coordinator and to state-level education staff through frequent telephone contact and meetings. Monitoring through on-site visits and review of program data is accomplished regularly.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Program Coordinator and the staff of one counselor, two instructors, and a secretary are employees of the Technical College with salaries paid by YETP funds. The Coordinator operates the program on a day-to-day basis and maintains frequent contact with state-level administrators of the Department of Manpower Services of the South Carolina State Board for Technical and Comprehensive Education.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach, assessment, and counseling are provided by program staff with the occasional assistance of the teachers and counselors of the technical college. Participants complete assessment instruments to determine aptitudes in academic and vocational areas. The Cognitive Style Mapping Inventory is administered to determine the most appropriate teaching mode (group versus individual; verbal versus written) for the participant. Counseling is provided at least weekly on an individual and group basis.

### Non-Skills Oriented Training

Living skills such as learning about community services, how to obtain driver's licenses or household utilities, human sexuality, and drug abuse are developed in classes held on an as-needed basis, but at least twice per cycle.

### Institutional Occupational Skills Training

Skills training is available to program completers through a CETA Title II-B training program also offered on the campus of the technical college; several participants choose this option.

### Placement

Placement, through providing information on unsubsidized employment openings or through referral to other training opportunities, is a service offered by the Program Coordinator and counselor of the YETP program.

## YOUTH EMPLOYMENT TRAINING PROGRAM

| | |
|---|---|
| *Location:* | Pierre, South Dakota |
| *Educational Agency:* | State Division of Vocational Education |
| *Prime Sponsor:* | Statewide Consortium |
| *Funding:* | $150,000 - YETP |
| *Target Group(s):* | Rural in-school youth |
| *Contact:* | Gary Whiteaker<br>Supervisor, CETA<br>Division of Vocational Education<br>222 West Pleasant Drive<br>Pierre, South Dakota 57501<br>(605) 773-3423 |

### OVERVIEW

The Youth Employment Training Project provides occupational orientation and survival skills coupled with work experience. The program consists of approximately thirty days of orientation addressing pre-employment and attitudinal issues. Following orientation, students attend class one hour a day in related instruction for which they receive elective credit. Afternoons are spend at a work site. The goals of the program are to initiate youth into the work ethic and provide them with the dollars necessary to stay in school.

The YETP program which is statewide has been developed differently for each community. There is a strong basis of local decision-making and coordination in the program with needs assessments done locally to determine individual program needs. Target groups vary by school district. The context of the program is somewhat unusual. There are only about one hundred and fifty students statewide in the program as South Dakota is a sparsely populated state. Both the unemployment rate and school dropout rate are low. The CETA staff has experienced low turnover. The CETA State Supervisor located in the Division of Vocational Education formerly worked with the State Department of Labor.

### ROLE OF VOCATIONAL EDUCATION

The State Division of Vocational Education administers the Youth Employment Training Project. Local vocational education administrators serve as local program coordinators. The CETA State Supervisor is physically located within the Division of Vocational Education and is responsible for supervising all YETP programs. The CETA State Supervisor participates in the development of the State Plan for Vocational Education and through location in the State Division has access to curriculum materials, research, and planning information from the management information system.

## PRIME SPONSOR INVOLVEMENT

The Governor's Office is the prime sponsor with the South Dakota Department of Labor serving as program agent. In South Dakota, all services provided by CETA are delivered through either the Department of Labor or Division of Vocational Education. The youth planner with the Department of Labor is in daily contact with the CETA supervisor. The youth planner is responsible for monitoring local agencies, approving plans and expenditures and handling calls related to program operation on a day-to-day basis. At the local level, employment and training representatives (ETRs) perform many of the YETP program functions sharing direct responsibility for the program along with teacher-coordinators in local schools.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Division of Vocational Education is a sub-grantee with sole responsibility for providing services in terms of administering CETA programs. Some programs are contracted for an academic year and some year-round. There are ten programs under YETP. One of the ways that local coordination is facilitated is through the responsibility of the partnership of the ETR and the teacher/coordinators. In-service education has been initiated by the Department of Labor youth planner and the CETA State Supervisor to provide service to new teacher/coordinators and ETRs in the school. State level coordination is enhanced through complementary advisory positions. The Division of Vocational Education has two members on the State Manpower Services Council and the CETA State Supervisor is an educational consultant to the Department of Labor. With the ETR in the field to help work directly with the clients, the State office has a person to translate their goals and objectives and also provide input into the State level from the local level in terms of what the needs are.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach is a function of the ETRs. The ETRs can refer a person to any one of a number of programs, whether it is SPEDY, YETP, Young Adult Conservation Corps, etc. A telephone call to either the CETA State Supervisor or Department of Labor staff is all that is necessary to identify what funds will be used to support or meet the needs of the client out in the field.

Assessment is also a function performed by the ETR. Counseling, again, is done by ETRs as most are counselors, but the function also involves other counselors on the staff at Job Service offices and regular school counselors. Supportive services can be provided by any service agency. They are obtained by direct purchase on an individual basis. Examples of such supportive services include tutorials, child care, and transportation. These are arranged by the ETR as are subactivities called Job Related Education, which provides services that are needed but not available through supportive services. For example, the purchase of correspondence courses would come under Job Related Education, as would the rental of a typewriter for a student to practice skills.

### Non-Skills Oriented Training

Remedial education may be purchased by the prime sponsor or coordinated by the prime sponsor if such a service is free. The needs of students for non-skills oriented training is one of the responsibilities of the teacher-coordinators or the YETP staff who have the authority to refer students to the appropriate services.

### Institutional Occupational Skills Training

The related instruction provided daily after the student is on the worksite emphasizes occupational survival skills.

### Work Experience and On-the-Job Training

Ninety percent (90%) of the employment of students is in the public sector. Academic credit for work experience varies with the school district. However, the State Division of Vocational Education has set up some state standards which have already been approved by the state board. Where a school starts a YETP in-school program, if it provides up to thirty-six to fifty-four hours of related instruction and one hundred and eighty to two hundred and twenty-four hours of work experience, a student may then receive one full academic credit as an elective.

### Placement

Placement is a joint responsibility of the ETR and the teacher/coordinators. The ETRs have taught teacher/coordinators how to contact and deal with employers and the teacher/coordinators have helped to train ETRs in in-school activities. The process of obtaining jobs for students has almost exclusively been through knocking on doors. The plan suggested by the Division of Vocational Education is for the ETR and the teacher/coordinator together to follow two steps. The first step recommended is for them to form an advisory committee of downtown people and possibly a school counselor or other school staff. The second step is to maintain contact with service clubs.

# CARRIGER CENTER YOUTH EMPLOYMENT AND TRAINING PROGRAM

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|---|---|
| *Location:* | Morristown, Tennessee |
| *Educational Agency:* | Morristown Public School System |
| *Prime Sponsor:* | Balance of Tennessee |
| *Funding:* | $140,000-YETP<br>20,000-Vocational Education (P.L. 94-482) |
| *Target Group(s):* | Handicapped students |
| *Contact:* | Garland Curiton, Director<br>Carriger Center<br>Morristown, Tennessee 37814<br>(615) 581-9517 |

## OVERVIEW

One hundred and forty youths in Morristown, Tennessee attend a center specially staffed and equipped to deal with the needs of the physically, mentally, or emotionally handicapped. Forty of the youths participate in a YETP component which offers vocational skills training, employability skills preparation, remedial education, work experience, counseling, and placement. Carriger Center serves youths on a full or partial-day basis through referrals from two high schools and two middle schools in Morristown.

The YETP students, in addition to being handicapped, must meet economic disadvantaged criteria. Morning hours are spent in training and/or academic work with afternoons devoted to work experience in public agencies.

## ROLE OF VOCATIONAL EDUCATION

The State Division of Vocational Education administers the YETP funds utilized by the Carriger Center. Vocational educators at the state level have input into planning, implementation and evaluation of the YETP program.

The Center is one of thirty-two local YETP programs administered at the state level by the Division of Vocational Education. The Division of Vocational Education also grant $20,000 in vocational education funds (P.L. 94-482) to the Center.

Skills training, in such areas as furniture repair, small engine repair, and business and office occupations, is a major focus of the Carriger Center programs. Teachers are vocationally certified.

## PRIME SPONSOR INVOLVEMENT

Local CETA representatives from Employment Security, the subcontractor for the BOS, assist program efforts in eligibility screening, labor market information, and placement assistance.

At the state level, CETA planners maintain constant contact with vocational education representatives to plan and develop new programs and to work together to improve services throught out BOS. CETA and vocational education jointly visit the program site for monitoring purposes.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Director of Carriger Center has responsibility for day-to-day operations of all Center programs including CETA. Two Center teachers, one counselor, and one secretary-bookkeeper are CETA paid employees.

The Director of Adult and Continuing Education (from the Division of Vocational Education) has overall administrative responsibility for the YETP in-school programs in the BOS.

The Advisory Council for the Center assists in policy determination.

### Outreach, Assessment, Counseling and Supportive Services

The four schools in Morristown which refer youths to the Center participate in outreach functions. Each youth completes an assessment process during which Individualized Education Plans (IEPs) are developed. The IEPs identify the handicap and the methods to be used in training and remediation. Vocational interests and aptitudes and academic performance levels are also assessed. Counseling is a built-in service of all programs at the Center. Supportive services of transportation to work experience sites or referral to community service agencies are provided.

### Non-Skills Oriented Training

Remedial classes or individual tutoring in math and reading are offered at the Center, as are basic academic courses for credit.

## Institutional Occupational Skills Training

Vocational training courses (for credit towards graduation) are offered in a range of skill areas. Center students are placed in vocational program areas based upon assessment results. Skills training is competency-based with an individual's competencies identified at the end of course completion. Employability and job survival skills training are regular components of the center program.

## Work Experience and On-the-Job Training

YETP students are placed in work experience positions for three hours each weekday afternoon. Students are placed in positions such as sales clerk, nurse aide, recreation aide, car washer, etc. Salaries are at minimum wage rates and paid through YETP. Two high school credits are awarded per year for the work experience.

## Placement

Program completers receive permanent placement assistance from center counselors. YETP youths may remain in the program up to 104 weeks.

Work experience placements are developed by center counselors with assistance from Emplorment Security personnel.

## ADMINISTRATIVE UNIT FOR BALANCE-OF-STATE IN-SCHOOL YETP ACTIVITIES

*Location:* Nashville, Tennessee

*Educational Agency:* State Department of Education,
Division of Vocational Education

*Prime Sponsor:* Balance of Tennessee,
Department of Economic Security

*Funding:* $1,840,263 - YETP

*Target Group(s):* Urban and rural in-school youth

*Contact:* Howard Welch, Office of Adult and
Continuing Education
208 Cordell Hull Building
Nashville, Tennessee 37219
(615) 741-3456

### OVERVIEW

The Division of Vocational Education, through the office of the Director of Adult and Continuing Education, has contractual responsibility for administering YETP in-school programs in thirty-two LEA's. Although the programs at the local level vary in approach, size, and scope, all are funded under one (or both) of two categories. Transition Services, which are open to students of all economic categories, ages 16-21, include some combination of the following: outreach, assessment, and orientation; counseling; labor market information; employability and survival skills; job placement; referral to community agencies or school services; and activities to promote the transition from education to work. Transition services, which have been established in all of the local programs, are usually provided through the establishment of occupational information centers within the schools and/or the arrangement of group or individual counseling sessions to deal with specific services necessary. Career Employment Experience (CEE), which has been established in eleven of the thirty-two local programs, is available to economically disadvantaged students only. These students, who number close to three hundred and fifty, are placed in public agency-work experience positions part-time during the school year and full-time in the summer. CEE students must receive the transitional services of assessment, counseling, supervision, and follow-up. The major purpose of the program is to develop and experiment with new programs and approaches to reduce the employment problems of youths. One of the local projects which has received statewide publicity is the Morristown area; the program provides both components (transition services and CEE) with a strong emphasis on meeting the employment needs of handicapped and mentally retarded students (refer to the Morristown, Tennessee program description).

## ROLE OF VOCATIONAL EDUCATION

The Division of Vocational Education, State Department of Education, as the overall administrative unit for the local YETP programs, provides in-service training, curriculum development, monitoring and evaluation of projects in conjunction with the prime sponsor, administrative services of reporting systems and some fiscal management for the projects. On the local level, the Local Directors of Vocational Education administer the majority of the thirty-two programs. Several of the programs have a vocational education emphasis--that is, coordination of work experience with cooperative courses or the encouragement of participants to enroll in skills training courses. Vocational education teachers and counselors are available to work closely with Job Placement Coordinators who operate the programs on the local level, in program development, placement of disadvantaged students in work experience positions, establishment of occupational information centers, etc.

The Director of Adult and Continuing Education, who serves as the representative of the Commissioner of Education on the Manpower Planning Council, meets frequently with the vocational education representative to the CETA Youth Council to keep informed of their activities.

## PRIME SPONSOR INVOLVEMENT

The groundwork for the coordination between CETA and vocational education in the program was laid in preceding program operation efforts involving non-YEDPA funding. When the YETP program was conceived, the linkages between CETA and education had already been established. The constant contact between the two include "brainstorming" sessions to discuss ways to improve services and to develop new program ideas. The joint planning and development efforts are an ingrained component of the CETA/education linkages here.

Prime sponsor representatives provided technical assistance and joint program planning efforts when the YETP in-school program was in the early stages of planning by State education officials. Prime sponsor representatives now participate in or attend in-service training workshops conducted by State vocational education for local program staff, and local programs are monitored through data reporting systems and through on-site visits conducted by a team of prime sponsor and State vocational education staff.

## PROGRAM ACTIVITIES

### Administrative Affairs

Local level programs are administered by the Job Placement Coordinator who reports to the principal of the high school, Local Director of Vocational Education, and/or superintendent of the LEA. At the state level, the Coordinator for the program reports to the Director of Adult and Continuing Education, Division of Vocational Education, who has responsibility for all CETA activities in education including YETP described herein, SPEDY programs, and Governor's Youth Programs. The State education office provides in-service training to the local programs as well as technical assistance on CETA regulations, materials for the career information centers, training and materials for the group counseling sessions, materials on employability skills, etc.

## Outreach, Assessment, Counseling, Supportive Sessions

Outreach, assessment, and eligibility screening are handled through the school system, with efforts coordinated with the local Employment Security offices. Small group or individual counseling sessions to assist students in dealing with personal, educational, and vocational difficulties are conducted by the Job Placement Coordinators. Referrals to community agencies for other services are frequently handled through the Occupational Information Center.

A wide range of career and labor market informational materials developed at the state level provide guidelines for career-oriented activities and positive attitude development.

## Institutional Occupational Skills Training

The job experiences of the CEE component provide the bulk of the skills development. Many of the students served are enrolled in vocational education courses and employability skills training. The Job Placement Coordinators are encouraged to work closely with vocational teachers and vocational counselors in assessing and placing vocational education students in work experience slots matched to their skill areas.

## Work Experience and On-the-Job Training

Students are placed in work experience positions according to results of interest and aptitude assessments or, in some cases, through assessment interviews with the Job Placement Coordinator. Students may work fifteen hours a week during the school year and full-time in the summer, for which they receive the minimum wage through YETP. Several of the local schools provide academic credit for the work experience activities.

## Placement

Direct placement and job development comprise a strong component of many of the local programs, particularly those with CEE. Job Placement Coordinators contact employers, arrange interviews, and provide follow-up after placement.

# CAREER INFORMATION GUIDANCE AND JOB-SEEKING SKILLS

*Location:* Dallas, Texas

*Educational Agency:* Dallas Independent School District (DISD)

*Prime Sponsor:* City of Dallas

*Funding:* $300,000 - YETP (Youthwork)

*Target Group(s):* Eleventh graders in an urban school system

*Contact:*
Russell Dyer
Job Placement
3700 Ross Avenue
Dallas, Texas 75204
(214) 742-4467

## OVERVIEW

The Career Information Guidance and Job-Seeking Skills Program provides occupational orientation in a two-phase project. The first phase concentrates on six to eight weeks of classroom instruction while the second phase provides four weeks of work experience. While occupational orientation is a major goal, a secondary goal is to prepare students for entry into vocational cooperative education programs during their senior year.

The Job Placement Division operates the program in an out-of-school setting. Previously operated out of an old gymnasium, the program is now housed in a former furniture store. Students are bused to the program in the afternoon. A new group of students is enrolled in each of two quarters, the second and third quarter of the school year. One hundred and six enrolled the second quarter, and one hundred and twenty the third quarter of the school year 1978-79.

## ROLE OF VOCATIONAL EDUCATION

There are two vocational education counselors employed full-time in the program. They serve as curriculum organizers, make requisitions for curriculum materials and supplies, plan staff development for the teachers (career advisors), serve as counselors to students, and are responsible for the daily operation of the project.

Career counselors from each high school, known as vocational counselors in other areas of the country, participate in recruitment activities along with the YETP counselor and regular school counselor.

## PRIME SPONSOR INVOLVEMENT

The City of Dallas, as a designated prime sponsor for this Youthwork project, is responsible for monitoring and evaluating both the classroom and work experience portions of the program. The prime sponsor meets approximately three times a month with staff from the Job Placement division.

## PROGRAM ACTIVITIES

### Administrative Affairs

There is a program of in-service education for the teachers who will be working in the program. Teachers get a full week of staff development prior to the initiation of the program. The staff development is done by a special team in Dallas Independent School District called the Intervention Training Program. The curriculum was developed by the coordinator of the Job Placement Division with the assistance of several counselors. Costs of curriculum development were covered by other funds available to the Job Placement Division. Youthwork funds pay for an accounting clerk, third-party evaluations, and the salary of the teachers who are hired on half-time basis. There is a contract with a data processing firm to handle check writing. Evaluation is done by a Youthwork-hired ethnographer and the evaluation department of DISD. The ethnographer visits the classroom and worksites. The DISD evaluation department administers pre- and post-tests to determine the amount of knowledge obtained from the Youth Employment Training Program.

The DISD contributes to the project by supporting the administrative supervision needed. The mechanical labor needed in preparation of the building site is also contributed by DISD. The furniture, audio-visual equipment, and many resource materials are furnished by DISD.

### Outreach, Assessment, Counseling, and Supportive Services

Recruitment is performed by career counselors in each school. The YETP homeroom period, about forty minutes each day, is devoted to group counseling. During the program the students are made aware of cooperative programs which they may enter in their regular schools during their senior year. Career exploration is a major emphasis. Students explore occupations through the Dictionary of Occupational Titles (DOT), Occupational Handbook and other available educational materials.

### Non-Skills Oriented Training

During the first phase of the program, instruction covers a number of topics. Each day is divided into four periods. The offerings of each period are alternated. Business English and math are offered as well as a number of survival skills such as self-awareness, self-motivation, and other developmental skills. The program also has a period that is termed jobology. This is primarily the development of good work habits. There are six teachers, called career advisors, who teach these courses. Students may receive three-fourth's credit as an elective for their participation in the program. In order to get the credit they have to pass the subjects that are given.

## Institutional Occupational Skills Training

Training is offered in job seeking and retention skills during the classroom component.

## Work Experience and On-the-Job Training

The second phase of the program focuses on work experience. Sites are evaluated to determine the skills that the students will learn. Supervisors on the site are provided with information about what the students are getting in class. Students are given a choice of the work station where they will be during the program. The placements are in public agencies; examples include the Sheriff's Department, Zoo, Recreation Centers, Libraries, Department of Immigration, Internal Revenue Service, HEW and HUD. Students are paid seventy-five percent (75%) of the minimum wage when in class, and they are paid the minimum wage after they are placed on the job site.

## Placement

There are two job developers in the program. Their jobs is to make contact with the non-profit businesses to place the students for their four weeks of experience. The program is doing a three, six, and twelve month follow-up. Of the one hundred and forty students who went through the program during the third quarter of the 1977-78 school year, one hundred and thirty-four are back in school. Twenty of these went into co-op programs.

## PALACIOS INDEPENDENT SCHOOL DISTRICT

### Youth Employment Training Program

| | |
|---|---|
| *Location:* | Palacios, Texas |
| *Educational Agency:* | Palacios Independent School District |
| *Prime Sponsor:* | Gulf Coast Employment and Training Consortium |
| *Funding:* | $2,196,581 - YETP |
| *Target Group(s):* | In-school and out-of-school youth; majority from rural areas; dropouts |
| *Contact:* | Mr. Robert Long<br>Project Director, Work Experience Program<br>Palacios Independent School District<br>P. O. Box 913<br>Palacios, Texas 77465<br>(512) 972-3991 |

### OVERVIEW

The Palacios Youth Employment Training Program is organized into an In-School Program and an Out-of-School Program. The In-School program is divided into two basic components: Transitional Services and Career Employment Experience. The Transitional Services component focuses on all 16-21 year old eligible youth. The Career Employment Experience component involves second-semester high school juniors and high school seniors.

Transition Services include four components: intake, counseling, transitional training, and job development/job placement. These services are provided to all eligible youth who wish to participate.

Career Employment Experience includes one of two types of training activity for the YETP student: Work Experience Job Training (WEJT) or On-the-Job Training (OJT). WEJT worksites and OJT contracts are developed to meet the career interest of each program participant. Supervision of youth at worksites is by agreement an LEA responsibility at no cost to the program.

The purpose of the program is to aid the youth in the selection of a career, direct her/him toward vocational training offered by the school, and provide a vocationally-related, meaningful work experience. Transitional services are provided by the Palacios Independent School District (ISD) counselors, transitional teachers and mobile career resource centers.

The out-of-school Career Employment Work Experience is directed at high school dropouts and graduates between the ages of 16-21 who need work experience. Participants work forty hours a week for up to twenty-five weeks. Jobs are in non-profit agencies and participants are paid at least the minimum wage or the entry-level wage for the job.

The Transitional Pre-Employment Training provides assistance to high school dropouts and graduates 16-21 years old in obtaining full-time employment. Eligible individuals are paid the minimum wage for attending a two and a half week class which includes occupational and training information, improvement of communication and social skills, job interviewing skills, and some basic life survival skills. At the end of the class, efforts are made to place the participant in the Palacios I.S.D.'s regular work experience program, in a private sector job, or in a classroom skills training program at an area community college.

Basic occupational skills are taught to out-of-school work experience participants in a program patterned on OJT. Classroom training is offered in occupational areas in which a need for employment exists, e.g. machine tools operation, welding, clerical and office occupations, licensed vocational nursing, auto mechanics and body repair, etc.

Services such as literacy training and bilingual training, which are offered at area high schools and community colleges, are used at no cost to the program on an as needed basis. The basic transitional services offered in the in-school program, with two minor changes, are offered to out-of-school participants. Counselors emphasize educational development rather than the school-to-work transition, and a forty-hour class-size program of vocational exploration and help in obtaining and retaining employment replaces the one hour a week program.

## ROLE OF VOCATIONAL EDUCATION

Vocational education instructors are encouraged to coordinate their activities with the Palacios I.S.D.'s counselor to review the participant's performance, educational attainment and career development. The program operator works with LEA counselors and coordinates activities with such programs as Distributive Education, Industrial Cooperative Training, etc.

## PRIME SPONSOR INVOLVEMENT

The Gulf Coast Employment and Training Consortium has designated the Palacios Independent School District to operate the in-school and out-of-school youth programs in the eleven-county area on behalf of the Houston-Galveston Area Council. There is a financial agreement between the Consortium and the I.S.D. The Palacios Independent School District in turn develops non-financial agreements with other local independent school districts.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Palacios I.S.D. provides central assessment, intake and referral services for YETP youth through coordination with the Texas Employment Commission's service centers. The mobile resource center and I.S.D. counselors go out into the local area to offer these services. YETP/LEA coordination is spelled out through non-financial agreements. The intent of the program is to work with existing vocational staffs and to provide additional resource help. Program staff members provide transitional services and develop worksites. LEA's arrange for supervision of participating youth at worksites under coordination agreements. Program staff includes three counselors, two counselor/job developers, two clerk typists and a program director.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach, recruitment, intake, and orientation for in-school youth is handled primarily by the Palacios I.S.D. Intake for out-of-school youth is conducted by the CETA Manpower Service Centers. An in-depth assessment of each eligible applicant is conducted by a Palacios I.S.D. counselor. If it is determined that the program can adequately meet the applicant's needs, an employability development plan is written.

Counseling is available both on a group and individual basis and includes activities promoting the school-to-work transition and labor market information. Activities include career exploration, job interviewing/role playing, etc. Some school districts provide transitional training through school counselors at no cost to the program.

Students who need supportive services in order to enter or complete their participation in the program are provided assistance such as child care, health care and transportation.

### Non-Skills Oriented Training

Included in the school-to-work transition program are occupational exploration, career information and life survival skills. Labor market information concerning the availability of jobs in the area, supply and demand occupations and wages for different occupations is provided by counselors.

### Institutional Occupational Skills Training

Skills needed to obtain and retain employment are taught in a classroom setting with in-school participants attending class one hour per week. Out-of-school students attend a forty-hour, class-size program teaching the above-mentioned skills. The work experience program for out-of-school youth is patterned after OJT. Basic occupational skills are taught to participants through agreements with area schools.

## Work Experience and On-the-Job Training

The Career Employment Experience component includes two training activities: Work Experience Job Training (WEJT) and On-the-Job Training (OJT). In-school youth are paid the minimum wage rate and the out-of-school youth are paid at the entry-level wage rate for the job classification. In-school youth participate for nine months for an average of fifteen hours per week. Out-of-school youth participate for six months for forty hours or less per week.

## Placement

The program operator and the staffs of the Manpower Service Centers provide placement services to program participants. The Service Centers are operated by the Texas Employment Commission under a CETA Title I contract and thus automatic linkages are established with the Employment Service.

# YOUTH EMPLOYMENT AND TRAINING PROGRAM (YETP)

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|---|---|
| *Location:* | San Saba, Texas |
| *Educational Agency:* | Central Texas Community College |
| *Prime Sponsor:* | Central Texas Manpower Consortium |
| *Funding:* | $300,000 - YETP |
| *Target Group(s):* | Rural in-school students |
| *Contact:* | Billy Don Everett, Executive Director<br>Central Texas Manpower Consortium<br>P. O. Box 727<br>San Saba, Texas 76877<br>(915) 372-5136 |

## OVERVIEW

YETP transition programs serving thirty high schools in central Texas are administered and conducted by a community college through a subcontract with the prime sponsor. Since early 1978, close to 8,000 students (forty-two percent (42%) of all high school students in seven county area) have received one or more services through the Central Texas YETP program. Disadvantaged and non-disadvantaged students are eligible for the range of transition services offered: vocational and academic testing and interpretation, vocational counseling, career day activities, workshops in employability, job survival and basic living skills. Short-term, intensified projects for economically disadvantaged students have been conducted for the purpose of developing job survival and coping skills. Indirect services to students include curriculum development and coordination of activities to assist teachers and counselors in career information and awareness programs within the schools. YETP programs are conducted by staff members at the high schools or on the college campus.

## ROLE OF VOCATIONAL EDUCATION

The Central Texas Community College, as subcontractor to the prime, administers the YETP in-school program. The college provides support to the program staff in such area as assisting in record-keeping, participating in Career Day activities conducted on campus, and providing facilities for some workshop activities for students. The Deputy to the President of Central Texas College serves on the CETA Manpower Advisory Council.

Vocational skills development is encouraged through the use of the community college's vocational facilities, information services, and courses. Vocational teachers and counselors in the high schools incorporate these elements into the YETP program activities.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, a consortium of seven county governments, developed the RFP's for the program activities to which the community college responded. Prime representatives also developed the linkages with the thirty participating schools in the seven-county area.

The Executive Director and the Director of Planning for the prime are both frequently involved in planning and policy development for YETP activities.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Prime Sponsor, Central Texas Manpower Consortium (CTMC), has administrative responsibility for the YETP program. The community college is reimbursed for any administrative costs of the program, although facilities for on-campus activities for students are also provided at times.

Community College program staff consists of a director, four counselors, one resource and curriculum coordinator, one test counselor and two clerical assistants; all staff salaries are paid through YETP funds.

The CTMC Executive Director administers the planning and policy activities of the program and the Community College coordinates major program activities through CTMC's Youth Coordinator.

### Outreach, Assessment, Counseling, and Supportive Services

Initial contacts regarding screening students for the program are made by YETP counselors who visit the schools and speak to individual class classes to stimulate interest. Eligibility screening and community assessments are provided by the CETA representatives. Individual and group counseling and testing services are provided to students by the YETP counselors, and classroom teachers are trained in the use of test interpretation, counseling, and career information materials. A Career Day and a series of workshops have presented students with information on job duties, availability, advancement opportunities, and salary ranges.

### Non-Skills Oriented Training

The major program activity involving non-skills oriented training has been a one-week workshop on the college campus, which included daily classwork and training in life skills such as decision-making and personal coping.

## Institutional Occupational Skills Training

Employability and job survival skills were emphasized during a one-week on-campus workshop for program participants. YETP staff provided training in job-seeking techniques, and students worked in teams to accomplish a number of occupationally related projects.

## Work Experience and On-the-Job Training

The primary work experience activity has been the Early Admissions Program, which brought eleven high school juniors and seniors to the college campus for a combination of college coursework and job experience. YETP paid the expense, including room and board for several weeks. Students were paid minimum wage through CETA for their work.

Work site visitations by CTMC staff help to monitor the progress of program participants in work experience slots developed by the manpower offices and partially funded through YETP. The visits also serve to follow up interest and aptitude in the jobs as related to initial assessments.

## Placement

CTMC, the prime sponsor, operates a Youth Employment Service which offers placement in unsubsidized jobs for all youth (CETA eligible/non-eligible) in the Consortium area. The Youth Employment Service is operated by the prime sponsor in cooperation with the Texas Employment Commission. Approximately seven hundred youth were placed in unsubsidized jobs during 1978.

# PROJECT COOPERATION

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|---|---|
| *Location:* | Salt Lake City, Utah |
| *Educational Agency:* | Utah State Board of Education |
| *Prime Sponsor:* | Governor's Office of Labor and Training |
| *Funding:* | $278,591-Vocational Education<br>YETP<br>YCCIP<br>Title II |
| *Target Group(s):* | In-school and out-of-school youth; 14-16 year olds, dropouts, handicapped, offenders |
| *Contact:* | Ms. Pat Latham, Associate Dean<br>Utah Technical College<br>431 6th East<br>Salt Lake City, Utah<br>(801) 328-8521 |

## OVERVIEW

Project Cooperation is an alternative training program for youth fourteen to twenty-one years of age involving the efforts of the Utah Technical College, five area school districts, and the Salt Lake City Employment and Training Administration, and the Utah State Board of Education. Students who are fourteen to sixteen years old may participate in a work experience training program for fifteen hours a week. These students must be enrolled in school and they are paid the minimum wage for their hours of work. One of the primary objectives of this program is to keep students in school.

Youth who are sixteen and a half to twenty-one can enroll in one of three training options: classroom training, on-the-job training, or work experience. The classroom training offers twelve areas such as carpentry, masonry, floor and wall covering, clerical, graphic arts,, nursing assistance, etc., and involves nineteen hours a week. "Hands on" training is emphasized through work projects in the public sector. For instance in 1978-79, students in this program and YCCIP built a press box box for a local high school football stadium, remodeled a police station, built an addition to a local fire station, built restrooms for the handicapped in Canyon Park, etc. The program involves six hundred hours of training and application of skills learned.

Youth involved in on-the-job training programs work full-time. Their period of training also lasts six hundred hours and their employers are reimbursed for fifty percent of their wages.

Work experience participants in the older age category are paid the minimum wage and can develop a work record demonstrating dependability, punctuality and increasing skills. These older students are also urged to return to school to complete their high school work and approximately fifty-percent of them accomplished this goal in 1978-1979.

Project Cooperation staff includes, in addition to the project manager, one instructor for each of the classroom training courses, four work experience job coaches; two full-time and four part-time counselors; three secretarial staff members plus assistants in the YCCIP program and the Drafting and Design area. Some of the instructors are vocationally certified. Instructors generally are highly skilled and possess extensive experience in their occupational areas. Two are general contractors who relate well to youth and chose to work with program participants.

## ROLE OF VOCATIONAL EDUCATION

Classroom training takes place in the vocational departments of the high schools in the five participating area school districts. Vocational education funds are used in support of project efforts. Instructors of some courses are vocationally certified. The project administrative headquarters and staff offices are located in a vocational facility and there is cooperation and coordination with the institution's administration and staff. Vocational directors of the five school districts meet monthly with CETA, State Board of Education and project representatives.

## PRIME SPONSOR INVOLVEMENT

The Governor's Office of Labor and Training, through its subcontractor, the Employment and Training Administration, is involved in planning, monitoring and evaluation of the project. ETA representatives take part in monthly project advisory council meetings and participated in pre-project planning activities.

## PROGRAM ACTIVITIES

### Administrative Affairs

Project staff handle day-to-day administration of project activities within the specifications of the cooperative agreement with the Dean of the Utah Technical College.

### Outreach, Assessment, Counseling and Supportive Services

Project personnel handle outreach and intake responsibilities, working closely with school counselors and referrals of out-of-school youth.

Participants receive counseling from either full-time or part-time project staff counselors during their period of training.

Supportive services such as eyeglasses, transportation, child care, medical help, supplies, etc. are provided whenever necessary to allow a student to enroll, remain in or complete a training program.

## Non-Skills Oriented Training

All project participants receive instruction in job-seeking skills. Basic education (math, English and reading) instruction is provided for students on an individual basis as determined by their needs. The Singer Vocational Assessment is used as a part of the transitional services offered by the project.

## Institutional Occupational Skills Training

Skills training is offered in the classroom component for students from sixteen and a half to twenty-one years of age. Courses are offered in twelve occupational areas utilizing the facilities of the vocational departments of participating high schools. Participants also learn occupational skills during on-the-job training and work experience programs.

## Work Experience and On-the-Job Training

Opportunities for work experience are offered to in-school and out-of-school youth. In-school youth work for fifteen hours a week at the minimum wage, and they must be enrolled in school to take part in the program. The training involves six hundred hours.

Work experience for older youth is also offered, although there are fewer participants in this program. Some older students work at the University of Utah in jobs related to their occupational interest areas.

Project participants who have on-the-job training positions work full-time. Fifty percent of their wages is paid to the employer from project funds. On-the-job training also lasts for six hundred hours.

## Placement

Assistance in placement is the primary responsibility of four of the project job coaches. Instructors also actively assist in job placement efforts.

## SMOKEY HOUSE PROJECT

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|---|---|
| *Location*: | Danbey, Vermont |
| *Educational Agency*: | Vermont Department of Education, Department of Vocational-Technical Education, Vocational Education Division |
| *Prime Sponsor*: | Vermont Statewide Consortium |
| *Funding*: | $203,000 - YETP (Youthwork)<br>Taconic Foundation |
| *Target Group(s)*: | Rural in-school youth; handicapped; offenders |
| *Contact*: | Mr. John Taylor<br>Youth Employment Training Consultant<br>Department of Vocational-Technical Education<br>State Office Building<br>Montpelier, Vermont 05602<br>(802) 828-3101 |

### OVERVIEW

Smokey House Project provides work experience in four occupational areas. Activities in land use practices and productive resource management are scheduled in the afternoon for three to four hours. Students receive credit for the work experience. They are bused to the work site consisting of 4700 acres purchased by the Taconic Foundation approximately six years ago.

Staff for the program consists of work supervisors hired by Smokey House and a Youthwork Manager who serves as ombudsman. Additionally, program funds provide for a third party evaluator and a consulting firm that conducts career workshops every other week.

## ROLE OF VOCATIONAL EDUCATION

A large part of the vocational education involvement in this project is through the State Department. The department has fiscal control funneling money to Smokey House and serves as a conduit for reports to Youthwork and to Vermont CETA. In addition to serving as the contracting agency, the State Department gives some in-service training. As the focus of the project is work experience and academic credit, the department has been working on ways to document work experience in such a way that educators can read the documents and award credit. In-service training has been conducted for the work supervisors to help them better handle student problems. At the local level, a vocational education cooperative coordinator in one school has been doing referral for Smokey House.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor is the funding agent. Responsibilities include regular monitoring and some technical assistance such as the verification of income. The youth program coordinator with the prime sponsor talks with the State Department at least twice a week in the development of program ideas.

## PROGRAM ACTIVITIES

### Administrative Affairs

Smokey House Project is run by the Taconic Foundation through a subcontract with the Vermont Department of Education. There is also a nonfinancial agreement involving three LEAs and a multiple LEA agreement with Smokey House, the Department of Education, and Vermont CETA. Youthwork funds are the major source for project operations while the Taconic Foundation supplements staff salaries. The participation of the schools is a limited one, primarily concerned with the identification of students. However, the school for handicapped students additionally assumes responsibility for making sure that each student has an Individualized Education Plan and certifying that their courses are a part of this.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach is a function of the guidance departments in the three participating schools. In addition to using eligibility criteria, the schools attempt to select the students who might leave school without the benefits of the program. There is a CETA application and also a Smokey House application where students list their interests, abilities, and reasons for wanting to participate. A support system for the project is provided through a system of mentors. The work supervisors serve this function, meeting with the students at least once a week on an individual basis to talk over problems. The mentors also provide career information.

# ENVIRONMENTAL PROJECT

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|---|---|
| *Location:* | East Montpelier, Vermont |
| *Educational Agency:* | Vermont Department of Education,<br>Vocational Education Division |
| *Prime Sponsor:* | Vermont Statewide Consortium |
| *Funding:* | $ 39,779 - YCCIP |
| *Target Group(s):* | Low academic achievers and potential dropouts in a rural school |
| *Contact:* | Mr. John Taylor<br>Youth Employment Training Consultant<br>Department of Vocational-Technical Education<br>State Office Building<br>Montpelier, Vermont 05602<br>(802) 828-3101 |

## OVERVIEW

The Environmental Project at Union-32 High School is primarily a work experience program with the aim of developing skills in occupations indigenous to Vermont. Approximately twenty-five (25) percent of the students' time is spent in class with the majority of time spent in the field in accordance with YCCIP requirements that the project be labor intensive. The field activities take place on the school site consisting of one hundred forty-six (146) acres. Academic credit is awarded for participation.

The program serves twelve (12) students in one high school. The students served have not only been low academic achievers, but habitual truants. They are students who have been in regular vocational education programs before and have not made it. The emphasis in the Environmental Project on activity-based learning and the skills of the program coordinator who runs a nature craft school have brought the students back to class.

## ENVIRONMENTAL PROJECT

*Location:* East Montpelier, Vermont

*Educational Agency:* Vermont Department of Education, Vocational Education Division

*Prime Sponsor:* Vermont Statewide Consortium

*Funding:* $ 39,779 - YCCIP

*Target Group(s):* Low academic achievers and potential dropouts in a rural school

*Contact:*
Mr. John Taylor
Youth Employment Training Consultant
Department of Vocational-Technical Education
State Office Building
Montpelier, Vermont 05602
(802) 828-3101

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## ROLE OF VOCATIONAL EDUCATION

The Department of Vocational-Technical Education of the Vermont Department of Education acts as the administrative unit for the program. Funds are channeled through the Department of Vocational-Technical Education.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor's direct involvement with this program consists mainly of monitoring. Prime sponsor staff not only visit work sites but also talk to the students about their experiences. Indirectly the prime sponsor is responsible for planning; the prime sponsor's local plan is descriptive of programs that would benefit youth in Vermont. Programs which meet the plan's criteria are selected through an RFP process. This program is one example.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Environmental Project is operated through a financial agreement between the prime sponsor and the Vermont Department of Education. Union-32 High School then has a sub-contract through the Department of Vocational-Technical Education. The Department retains both programmatic and financial control. The Program Coordinator works on a contractual basis and hires consultants such as work study graduate students. The school principal helped write the proposal for the program and continues to keep track of the program through written reports. The Program Coordinator also keeps the school board informed through discussions of the program at school board meetings.

### Outreach, Assessment, Counseling, and Supportive Services

Recruitment for the program takes place at the school level. The assistant principal assists in screening applicants to determine their eligibility. Following the pre-screening, students are assessed by a screening committee consisting of the assistant principal or principal, two teacher advisors and someone from the guidance office. The committee considers the additional criteria of whether the student needs the program to stay in school. As a special effort during recruitment, teacher advisors talked with a number of female students in an attempt to overcome their reluctance to participate. Assessment for accepted applicants consists of administering skill and interest inventories. Students are able to select specific program activities from among available offerings.

Counseling is provided once a week by a counselor hired with program funds. Special clothing and tools which are needed for participation in the project are also provided with program funds. Labor market information is provided through contacts with the Forest Service and the Job

Service of the Employment Security Commission. Both pamphlets and guest speakers are provided by these agencies. In addition, the Program Coordinator takes the students to nature centers where they can see how they might later apply the skills they learn through the program. Other supportive services needed by the students are arranged by the Program Coordinator through the guidance department and other school resources.

## Non-Skills Oriented Training

Survival skills are an integral part of the YCCIP learning experience. Once on the work site, one of the students acts as a foreman. The Program Coordinator is then there for technical assistance only. There is a student who acts as an advocate or ombudsman for the workers, similar to a shop steward. If a student has a problem and is not able to work it out with the foreman, they take the problem to the ombudsman, who then takes the problem to the Program Coordinator who acts as arbitrator.

## Institutional Occupational Skills Training

The classroom portion of the program provides the students with occupational orientation and background on the kinds of things they will be doing on the site. A curriculum designed to further supplement the work experience has been planned for the next year of program operation.

## Work Experience

Work experience in the Environmental Project focuses on such activities as sugaring operations, maple syrup processing, grafting, propagation of seeds, and the building of a nature trail. Skills developed through program activities are assessed by competency tests. However, the tests are only a partial basis for awarding academic credit. Credit is also based on length of time in the program and student projects which evidence the extent of participation. The students write reports which describe what they did in the program and what classes the program relates to. The reports are presented to teacher advisers and the guidance department. The academic credit based on length of time is a base credit, and the other is variable depending on the amount of effort put out by the student and the degree of proficiency obtained.

## STATE LEVEL COORDINATION OF YEDPA PROGRAMS

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|---|---|
| *Location:* | Montpelier, Vermont |
| *Educational Agency:* | Vermont Department of Education,<br>Vocational Education Division |
| *Prime Sponsor:* | Vermont Statewide Consortium |
| *Funding:* | YETP<br>YCCIP |
| *Target Group(s):* | Rural in-school populations |
| *Contact:* | John Taylor<br>Youth Employment Training Consultant<br>State Office Building<br>Montpelier, Vermont 05602<br>(802) 828-3101 |

### OVERVIEW

The Vocational Education Division, State Department of Education, serves as the administrative agency for YEDPA programs statewide. The Vocational Education Division serves as the contracting agency, initiating financial agreements with the prime sponsor and subcontracting with individual schools. In its intermediary role, the Vocational Education Division has both programmatic and financial control.

### ROLE OF VOCATIONAL EDUCATION

The Vocational Education Division performs a number of functions in its role as an administrative unit for YEDPA. It does some in-service training. The Division has been working on ways to document work experience in such a way that educators can read the documents and award credit. This has involved the development of an employment form that sets out a plan of goals and services. The Division is also involved in monitoring and technical assistance which involves, for instance, making sure that forms are filled out completely. The Division also fills a liaison function, getting people together to talk about ideas, particularly people who handle special funded programs. For example, the sex equity coordinator has run some workshops for youth coordinators and counselors at the local level. The Division has also been working with the cooperative education consultant to develop criteria for awarding of academic credit. Together they have developed training agreements and the plan has been accepted by all schools participating in YEDPA in Vermont. Through their role as a liaison or catalyst, the Vocational Education Division has been able to use State resources to augment local programs.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, Vermont CETA, is the funding agent for YEDPA programs. Direct involvement with local programs consists mainly of monitoring. Some technical assistance is provided such as the verification of income. Indirectly the prime sponsor is responsible for planning. The prime sponsor writes a plan detailing those programs which would benefit youth in Vermont. Programs are then selected through an RFP process. The prime sponsor reimburses the Department of Education for expenses, which in turn reimburses local schools.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Youth Council is a primary vehicle for bringing vocational education and CETA together. The Vocational Education Division works closely with the Youth program coordinator at CETA bouncing ideas off him before program ideas are fully developed. Division staff talk with the Youth Coordinator at least twice a week. The Youth Employment Training Consultant at the State Department is an alternate member of the Youth Council; the assistant director of the State Department is a member of the Youth Council. The Vocational Education Division also runs the summer youth programs and they have created linkages between their year-round programs and summer youth program. In this way they have developed a comprehensive package of youth programs that relate to each other. Also, students in the summer youth program are given preference in participating in YETP programs.

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## CAREER DEVELOPMENT PROGRAM

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| *Location:* | Norfolk, Virginia |
| *Educational Agency:* | Norfolk Public Schools |
| *Prime Sponsor:* | STAMA Consortium (Southeastern Tidewater Area Manpower Authority) |
| *Funding:* | $226,000 - YETP (Youthwork) |
| *In-Kind Contribution:* | $1,000 is available to program administrative staff for travel and planning conferences. |
| *Target Group(s):* | In-school students in an urban area; teenage parents and offenders |
| *Contact:* | Mr. Jim Holley, Project Director<br>Madison Secondary<br>1091 West 37th Street<br>Norfolk, Virginia 23510<br>(804) 441-2413 |

### OVERVIEW

The Career Development Program offers sequential periods of career exploration, shadowing, and work experience for students at Madison Secondary, an alternative school. The career exploration lasts for six to seven weeks, the shadowing or observation for five weeks, and work experience up to twenty-seven weeks. Private sector involvement through the Chamber of Commerce is essential in securing jobs in the business community for the observation period and subsequent work experience. The program picks up fifty students each quarter, but the total number of students is carried through to the end of the program. An overriding goal of the program is to teach a sense of responsibility. The objective is to train the students to a realistic career goal; long-range, to produce students who are trained and who are aware of community opportunities. The hope is that the part-time positions created for the students will become permanent until the student graduates, and then will be full-time. Another goal of the program is to help the business community by providing trained employees at a small expense to the employers. The students who attend the alternative school and become enrollees in this program have to demonstrate a desire to do so. These are students who have never worked, who have been on public assistance most of their life, and who very often are discipline problems. For some students, this is the last chance.

## ROLE OF VOCATIONAL EDUCATION

The Career Development Program utilizes four vocational education teachers with experience in vocational training for special populations, including offenders and Vietnamese. Each teacher is designated as a teacher-coordinator with much the same responsibilities as a cooperative vocational education coordinator. In addition to classroom training responsibilities, teachers serve as job coordinators, maintaining weekly contact with employers. In addition, there is a resource coordinator whose primary responsibility is to secure job training sites and coordinate work site activities. As a demonstration project, the Career Development Program operates independently of two other vocational programs offered at Madison Secondary School.

## PRIME SPONSOR INVOLVEMENT

The primary role of the prime sponsor resides in the accounting function. Each month the Project Director submits expenditures by category and the school system, in turn, submits these to the Southeastern Tidewater Area Manpower Authority for reimbursement. Monitoring the overall operation of the Career Development Program is also a prime sponsor function.

## PROGRAM ACTIVITIES

### Administrative Affairs

The proposal was submitted to Youthwork from the local education agency. The prime sponsor is designated. The Career Development Program was written by an adult specialist with the school system. The Chamber of Commerce was also involved in the initiation of the program, detailing how they could work with the program if the proposal was accepted.

There is coordination with other agencies who may be administering funded programs concurrently with the Career Development Program. The Project Director keeps in contact with staff from the YMCA who are administering federal grants and with counselors from a community organization serving unwed mothers to ensure that students are enrolled in only one program at a time.

### Outreach, Assessment, Counseling and Supportive Services

Recruitment for the program encompasses enrollees of Madison Secondary School. Eighty to eighty-five percent of these students are former dropouts, and the majority are slow learners. They are students who wanted to come back to school. Theycan get all the academic requirements they need for a high school diploma by attending Madison Secondary. The students must make an application to the Career Development Program. Students meeting eligibility requirements are interviewed to determine their interest in the program. Eligibility and interest constitute the selection criteria.

### Non-Skills Oriented Training

Remedial education is a component of the alternative school offerings. Career exploration is offered by means of filmstrips and cassettes through

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which students may explore as many as two hundred jobs. Exploration is a component of the Career Development Program classes during the first six to seven week period. Following the exploration period, students choose a job in the business community. These jobs constitute an observation period. This observation period lasts for five weeks, three hours a day, four days a week. This is approximately sixty hours during which the student observes and participates in the job chosen. Students are paid during this observation period.

## Institutional Occupational Skills Training

Occupational survival skills are a part of the classroom training during the initial career exploration period.

## Work Experience and On-the-Job Training

Following the observation period, an attempt is made to get the employers to hire students on a part-time basis. For the first nine weeks that the students work part-time, the program pays the employer three quarters of the minimum wage. During the subsequent nine weeks employers are paid one-half of the minimum wage and the third nine-week period the reimbursement is one-fourth of the minimum wage. The work experience for the student goes on during school. They return to the school only one day a week for the Career Development program classes, although they do attend regular academic classes every day. During the work experience period, the Career Development classes are focused on an opportunity for students to talk over their experiences on the job.

## Placement

Placement is due in part to the efforts of the teacher-coordinators and in part to a main thrust of this program which is private sector involvement. The Chamber of Commerce helps to make contacts with employers and bring guest speakers into the classroom. The teacher-coordinator, however, maintains a liaison function with the employers after the student is placed.

# YOUNG ADULT WORK EXPERIENCE PROGRAM AND YOUTH EMPLOYMENT AND TRAINING PROGRAM

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| *Location:* | Sandston, Virginia |
| *Educational Agency:* | Henrico County Schools |
| *Prime Sponsor:* | Henrico-Chesterfield-Hanover CETA Consortium |
| *Funding:* | Title II<br>Title IV, YETP<br>Title VI |
| *Target Group(s):* | Rural high school dropouts and potential dropouts |
| *Contact:* | Hugh Palmer<br>Director of Vocational and Adult Education<br>P. O. Box 40<br>Highland Springs, Virginia 23075<br>(804) 737-3514 |

## OVERVIEW

The Young Adult Work Experience Program places high school dropouts in jobs in the public sector. Individuals work on their job site as part of the program, and are assigned to work from fifteen to forty hours per week. They are paid the minimum wage. An attempt is made to place individuals in jobs where they can learn skills. Goals of the program include teaching proper work attitudes and habits, and informal counseling is provided on the job site. Intake assessments are also informal with counselors discussing with individuals their interests, their abilities and the available job opportunities. Standardized tests given previously by the school are used whenever appropriate.

Participants in the Youth Employment and Training Program receive education and work experience. The program is open to regular in-school students participating in general academic preparation or vocational education, and also to students enrolled in the GED or extended school day program. Work experience up to fifteen hours per week is provided during study hall or after school. Students receive counseling on occupational survival skills and topics such as work behavior, dress, attitude, etc. Counselors sometimes visit the homes of students and talk with parents.

When students are enrolled in vocational education programs, attempts are made to place them in work experience positions related to their vocational training. Academic credit is awarded to these vocational students at the rate of one credit for five hundred forty hours of work. One important consideration in placement of students is what transportation is available to them since no supportive transportation services are provided. The student's interests and abilities are also taken into consideration before he/she is placed.

The High School Equivalency program is flexible, allowing students to enter at any time of the year. The recommended amount of time students spend in this program is nine to ten hours a week. The program operates day and evening to allow students to mesh their participation with their work schedules.

The extended day program operates at night. A teacher specially trained to work with people who have reading difficulties is available to extended day program participants.

The Adult Education program, which provides skill training in such areas as auto mechanics and typing, is also available to participants in the Youth Employment and Training Program.

## ROLE OF VOCATIONAL EDUCATION

The Director of Vocational and Adult Education for Henrico County Schools is the Director of the young adult and youth programs. He serves on the CETA planning council which meets monthly.

## PRIME SPONSOR INVOLVEMENT

The CETA prime sponsor's planning council meets monthly and includes the YETP program director as a member. The coordinator of the CETA programs for the county schools serves on the prime sponsor's youth council, and also attends CETA administrative staff meetings to keep up with CETA operations.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Program Director, program counselor and a technician, plus the instructors of vocational and extended day classes, carry out program activities. The counselor works with job site supervisors before and during placements of students on jobs.

## Outreach, Assessment, Counseling, and Supportive Services

Outreach and recruitment for both the Youth Adult Work Experience Program and the Youth Employment and Training Program are handled primarily by the CETA counselor. School guidance counselors may refer potential participants to the CETA programs or notify the program counselor whenever a student drops out of school. Guidance counselors are made aware of the CETA programs through presentations at the Counselors' Association meetings. The program counselor carries on informal, on-going counseling with students prior to placement and during work-site experiences.

Another supportive service available to students includes provision of uniforms and safety shoes.

## Non-Skills Oriented Training

Students in both programs receive instruction or counseling on proper dress, work habits, attitudes, and responsibility.

## Institutional Occupational Skills Training

Some YETP students are enrolled in regular vocational education programs, and efforts are made to place them in work experience positions related to their training. YETP students may also take part in the Adult Education Program which provides skill training in such areas as auto mechanics and typing.

## Placement

The CETA counselor works extensively on direct job placements for students. He also refers students back to CETA for on-the-job training placement or for placement through the CETA Service Center, which has access to the Virginia Employment Commission (VEC) job bank.

# PROJECT WAGE

## Work Appreciation and Goal Exploration

*Location:* Spokane, Washington

*Educational Agency:* Spokane School District No. 81

*Prime Sponsor:* Spokane Consortium

*Funding:* $106,285 - YETP

*Target Group(s):* Urban in-school youth

*Contact:*
Sue Iverson, Program Manager
Project SEE and WAGE
E. 4714 - 8th Avenue
Spokane, Washington 99206
(509) 455-5242

## OVERVIEW

Eighty-five school students have participated in Project WAGE, a YETP-funded program, since January 1979. The program is designed to provide transition services, work experience, and on-the-job training. Youth Career Specialists work out of a Spokane School District central office and visit schools to interview, assess needs and counsel program participants. The work experience phase offers student employment in a public or private non-profit agency for up to a total of 1,000 hours with five hundred hours the average length of employment. The work experience phase is subsidized entirely by Project WAGE at minimum wage. Along with work experience, students participate in orientation usually two hours a week for which they receive minimum wage. Orientation sessions last eight to fifteen weeks and cover the following subjects: career awareness, self assessment and goals, job finding skills, and job retention information. On-the-job training (OJT) involves the payment to private sector employers for training a youth in a specific job. After the training, the youth is hired by the employer. High school students participate in Project WAGE eight to twelve months.

## ROLE OF VOCATIONAL EDUCATION

Project WAGE helps students obtain employment in their area of interest which may coincide with a vocational education course(s) they are taking. High school students may enroll in community college courses; Project WAGE assists with costs. The program staff offers orientation sessions which help students develop positive attitudes and job search skills.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor representative assisted the LEA staff during program development and implementation stages by providing information on legislation, CETA requirements, reporting systems, etc. Contact between the CETA office and program staff is frequent.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Program Manager oversees day-to-day operations of the program (as well as a CETA Title II-B program) and confers with LEA administrators and prime representatives to determine policy or resolve problems. The six Youth Career Specialists for the program go to the schools and to job sites during the day to coordinate activities.

### Outreach, Assessment, Counseling, and Supportive Services

School counselors support the efforts of Project WAGE's Youth Career Specialists by recommending students; however, most students are contacted directly by program staff and referred to the CETA Assessment and Referral Center for needs assessment and eligibility intake information. The center serves all CETA programs in Spokane County. Students contact the CETA program of their choice after the screening at the Assessment and Referral Center.

When students contact Project WAGE by phone or meet with the Youth Career Specialist at their high school, the student is interviewed and enrolled in the program. The student usually begins the work experience phase within a few days. The Washington Occupational Information System (WOIS) is used during the career awareness sessions of orientation.

Special funds are offered to students on the program if there is a need. These include transportation, medical and dental assistance, emergency aid, tools, equipment and work supplies and tuition for classes at a community college if the high school students meets the criteria for enrollment. One student completed a cashiering course at Spokane Community College during the 1979 funding year. Tuition payments are also made for summer school high school courses in District No. 81; twenty-one students received this assistance.

### Non-Skills Oriented Training

Career orientation and exploratory activities are provided in the weekly classes. Tours of local businesses and postsecondary institutions expand the youth' knowledge of future opportunities.

### Institutional Occupational Skills Training

Spokane School District offers a wide range of vocational classes; some of the Project WAGE participants are enrolled in these courses. The program will help with tuition and costs for students eligible to enroll in college-level courses at the local community college.

## Work Experience and On-the-Job Training

Eighty students have been served in the work experience component, working in public or private non-profit businesses or agencies. Wages are paid by the Project WAGE. Some of the high schools give class credits for the work experience activities. Five students are enrolled in the on-the-job training component. Project WAGE pays a training cost to the employer for a set amount and length of time. The OJT component is arranged with employers in the private sector.

Youth Career Specialists visit job sites to monitor students' progress, help resolve problems and to counsel with students.

## Placement

The goal of Project WAGE is placement in non-subsidized employment. Through participation in the program, students find their own jobs or are referred to non-subsidized jobs by program staff. Once a student has obtained full or part-time employment, follow-up is provided at thirty-sixty-ninety day intervals.

# YOUTH EMPLOYMENT AND TRAINING PROGRAM

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|---|---|
| *Location:* | Spokane, Washington |
| *Educational Agency:* | Educational Service District #101 |
| *Prime Sponsor:* | Spokane Consortium |
| *Funding:* | $485,000-YETP |
| *Target Group(s):* | Urban and rural in-school youth; handicapped |
| *Contact:* | George Fisher, Director of YETP<br>Educational Service District #101<br>1025 W. Indiana<br>Spokane, Washington 99205<br>(509) 456-7660 |

## OVERVIEW

This YETP in-school program serves youths in fifteen county and city high schools in Spokane and the surrounding area. Over three-hundred-sixty youths received transition services plus work experience, on-the-job training and/or skills training during a twelve-month period.

Through a contract between the prime sponsor and the Educational Services District Number 101, the YETP staff coordinate efforts with principals, teachers, and counselors in the high schools to assist in the transition from school to work for disadvantaged and handicapped youth. (The Educational Services District Number 101 is a seven-county area educational consortium).

Work experience in the public sector is the primary activity of the program with a few students placed in on-the-job training positions in private industry. Thirty-two of the total students served during the twelve month reporting period have been enrolled in vocational skills training courses at Spokane Community College. All participants have access to counseling, career interest assessment, placement and weekly workshops on such subjects as employability skills, attitudes toward work, and job hunting skills during their involvement in the program, which may last from four months to one year. Students receive minimum wage or training allowances for the time spent working on developing vocational skills.

## ROLE OF VOCATIONAL EDUCATION

Vocational skills training at Spokane Community College is arranged for students who have interest in a particular area but do not have access to the training in their home high schools.

The weekly YETP workshops are conducted for the purpose of preparing students for employment or further training programs; the employability and survival skills developed during the workshops add to and support the skills developed through OJT, work experience, or community college courses.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor representative to this program has been involved frequently in planning meetings for the project as well as providing workshops on interpretation of regulations and fiscal concerns. Assistance through on-site visits or telephone contact has been provided to program staff on a regular basis.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Program Director and the staff are employees of the Educational Services District #101, paid through YETP administrative funds. The main offices for the program are located in the District #101 facilities; the local schools provide office space for the program counselors, each of whom are assigned to two or more schools in the county surrounding Spokane or the few city schools served by this program (another YETP-in-school program has primary responsibility for the city schools). Officials of District #101 meet with the Program Director to establish program policy and to review activities.

### Outreach, Assessment, Counseling and Supportive Services

These activities are provided or coordinated by the six program counselors during the time spent at their assigned high schools. School principals, teachers, and counselors frequently refer students to the program counselors who interview the students, provide orientation, and screen for eligibility requirements.

Individualized plans are developed for each youth entering the program; depending upon the student's needs, services such as remedial education may be arranged in addition to the major components of the program.

Occupational interest assessment is conducted for the majority of students through use of the Washington Occupational Information Services (WOIS), a needlesort inventory.

## Non-Skills Oriented Training

Employability and survival skills and the development of positive attitudes toward work are frequently the topics of the weekly workshops conducted during after school hours by the program counselors. Students are referred to the workshops depending upon their needs as established in the individual plans. Workshops are held in the schools or in the central program offices.

## Institutional Occupational Skills Training

Vocational skills training in auto mechanics, welding, business and office occupations, and carpentry are offered to the students at the community college in the evenings; tuition fees and training allowances are paid by YETP. The students receive academic credit in their home schools for the skills training courses.

## Work Experience and On-The-Job Training

Work experience in the public sector or on-the-job training in private industry is arranged during after school hours and on weekends. Placement is matched as closely as possible to the results of the interest assessment and previous skills training.

## Placement

Placement in unsubsidized employment is provided by the program counselors through direct or indirect referrals. Program completers receive follow-up contact at thirty, sixty and ninety days after termination of work experience, OJT, or skills training to receive job referral assistance, counseling, or additional occupational information.

# YOUTH COMMUNITY AND CONSERVATION IMPROVEMENT PROJECT (YCCIP)

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|---|---|
| *Location:* | Tacoma, Washington |
| *Educational Agency:* | Bates Technical Institute |
| *Prime Sponsor:* | City of Tacoma |
| *Funding:* | $100,067 - YCCIP |
| *In-Kind Contribution:* | Local Painters' Union provides time of official |
| *Target Group(s):* | Urban high school dropouts |
| *Contact:* | Barbara Brewitt<br>Office of CETA<br>593 Medical Arts Building<br>Tacoma, Washington 98402<br>(206) 593-4891 |

## OVERVIEW

Through the coordination of the prime sponsor, a technical institute, a local labor union, and community development agencies, fifteen high school dropouts are being trained as pre-apprentices through vocational skill courses and employment experiences. YCCIP funds this project, operated by the prime sponsor, for the joint purposes of meeting the employment and training needs of youth as well as for the betterment of the community.

Participants work full time during the day to repair and rehabilitate houses of disadvantaged families and the elderly in Tacoma. The residents must qualify for community development loans or grants through the Department of Housing and Urban Development. Salaries of the supervisor and the participants are paid by YCCIP.

Vocational skills are developed during evening classes at Bates Technical Institute. YCCIP participants attend classes along with other pre-apprentices of the local union to work toward a one-year certificate in painting and related skills. Apprenticeships in Local Painters Union Number 64 are offered at the end of one year to participants who have obtained the vocational certificates.

## ROLE OF VOCATIONAL EDUCATION

Bates Technical Institute offers the vocational skills training necessary for youth to prepare for full apprenticeship programs. A vocational counselor for the technical institute has assisted the prime sponsor representative and the union official in coordinating program activities. The project supervisor who oversees work site sctivities, is vocationally certified.

## PRIME SPONSOR INVOLVEMENT

As the operator of the project, the prime sponsor oversees all activities; the CETA planner with responsibility for this program wrote the original proposal and established the necessary linkages with education and union officials.

## PROGRAM ACTIVITIES

### Administrative Affairs

The CETA representative, who has overall administrative responsibility, meets with the union representative, the technical institute counselor, and the project supervisor as a group or individually on a weekly basis. These four individuals work as a team to plan and develop program activities.

The Youth Advisory Council, which includes the union representative to the program, offers assistance in determining policy and in guiding program development.

### Outreach, Assessment, Counseling, and Supportive Services

CETA intake interviewers certify students' eligibility. Vocational assessment and counseling services are available to participants through Bates Technical School.

### Non-Skills Oriented Training

Ten of the youths are preparing for the GED through referrals from the program.

### Institutional Occupational Skills Training

Occupational orientation and skills training facilities are available at Bates Technical Institute, where program participants work toward a one-year certificate in painting and related skills (dry-wall finishing, etc.).

Vocational assessment, using basic aptitude tests and the Singer Assessment Program, is provided to all participants.

## Work Experience and On-the-Job Training

The one-year work experience component consists of forty hour work weeks in housing repair, utilizing the trade skills learned in the occupational training classes. During this one-year period of time in which students work during the day and attend school at Bates Technical Institute at night, they are considered pre-apprentices. At the end of the year, all students are eligible for the apprenticeship program with the local union.

## Placement

The local painters' union provides placement services to students who complete the program. To date, four students have successfully entered in a regular apprenticeship with the union. Some students who have left the program before completing the one-year certificate program at Bates have found placement in non-union positions in related occupational areas.

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## YOUTH EMPLOYMENT AND TRAINING PROGRAM FOR OUT-OF-SCHOOL YOUTH

*Location:* Fairmont, West Virginia

*Educational Agency:* Marion County Board of Education

*Prime Sponsor:* Statewide Consortium

*Funding:* $89,200 - YETP

*In-Kind Contribution:* LEA provides bus service and hot lunches to students, access to audio-visual equipment and curriculum materials

*Target Group(s):* In-school program for rural dropouts

*Contact:*
John Knisely, Program Coordinator
YETP
Field Street and Locust Avenue
Fairmont, West Virginia 26554
(304) 366-0033

### OVERVIEW

The Marion County Board of Education is under contract with the Governor's Office to provide work experience and transition services to disadvantaged youth. Operating out of a facility which houses several special programs (such as adult basic education and a pre-vocational program), YETP provides transition services and work experience. Transition services include: assessment, GED preparation, employability and job survival skills training, counseling, and placement. Twenty economically disadvantaged youth participate in the program.

### ROLE OF VOCATIONAL EDUCATION

The Bureau of Vocational, Technical, and Adult Education in the State Department of Education provides assistance to program staff in proposal development, policy determination, in-service training, and curriculum development.

Coordination with vocational education programs in a local high school has provided the opportunity for two of the participants to enroll in welding classes as part of their involvement in YETP.

## PRIME SPONSOR INVOLVEMENT

The prime sponsor representative from the Governor's Office maintains frequent contact with the Program Coordinator through on-site visits, telephone contact, and attendance at in-service training workshops conducted by the State Bureau of Vocational, Technical, and Adult Education. Technical assistance in the area of interpretation of regulations or clarification of fiscal concerns is provided.

On-site visits for monitoring purposes occur on a quarterly basis.

## PROGRAM ACTIVITIES

### Administrative Affairs

Day-to-day operations of the program are the responsibility of the Coordinator who, along with one teacher, provides services to the students. The Board of Education, through the Office of the Superintendent, administers program funds and receives regular reports on new students, activities, terminations, etc.

### Outreach, Assessment, Counseling, and Supportive Services

Referrals to the program are made through the Employment Security Office which evaluates students on CETA criteria and refers them to the Project Coordinator. The Coordinator or teacher interviews students to determine history of involvement in various out-of-school programs, attitudes towards this type of program, etc. Referral to community service agencies is provided by the Coordinator or teacher as problems arise for the students throughout the year. Several community agencies have been used as resources including mental health clinics, various medical services, and the Job Service.

The open-entry-exit program assists high school dropouts in setting vocational, academic, and personal goals through the development of written individualized plans; the program staff then coordinates or directly provides the services necessary for students to achieve their goals.

### Non-Skills Oriented Training

Students spend three full days a week in the classroom of the program working toward their GED or working on basic skills. Nearly all the students are working towards a GED; the others work on improving reading and math skills. GED preparation is provided on a one-on-one or small group basis. Much of the material is through programmed instruction with several programs on video tape. Subjects include

English, reading, math, social studies, science and spelling. Curriculum materials have been brought by the Coordinator from the YETP funds, provided by the State Department of Education, or donated by the ABE program in the same building. Some of the materials are on loan from the ABE program. Academic levels are assessed through the Iowa Test of Basic Skills; other tests are used for math development. Career interests are determined by the OVIS (Ohio Vocational Interest Survey).

## Institutional Occupational Skills Training

Job survival skills, job attitudes, dealing with employers, motivation, completing applications, and punctuality are the areas emphasized in the classroom training.

## Work Experience and On-the-Job Training

All students spend one day per week working in public service agencies. Student salaries are paid through YETP. The Project Coordinator develops these jobs, pays on-site visits to the students monthly, and meets with the supervisors of the students regularly for evaluation purposes. Types of jobs held by the students include mechanic helpers at the transportation facility for the Board of Education, library aides, teacher aides, extension service aides. Students are matched to jobs through stated interests and, when possible, their results on the OVIS.

## Placement

Placement services are provided by the Project Coordinator to all students who have completed the program (i.e., received a GED or reached a stated goal of improved basic skills). The Project Coordinator has extensive contacts within the community and has no difficulty in placing students at a variety of settings from hospitals to community service agencies to private employment.

# WITI CLASSES FOR HIGH SCHOOL YOUTH

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|---|---|
| *Location:* | Shell Lake, Wisconsin |
| *Educational Agency:* | Wisconsin Indianhead Technical Institute |
| *Prime Sponsor:* | Northwest Comprehensive Employment Program (CEP) |
| *Funding:* | $14,708 - Vocational Technical and Adult Education District (VTAE)<br>$ 768 - YETP |
| *Target Group(s):* | 16-18 year-old, in-school youth; plus former dropouts |
| *Contact:* | Mr. Richard Roder<br>Assistant Director for Instructional and Research Services<br>Box B<br>Shell Lake, Wisconsin 54870<br>(715) 468-2815 |

## OVERVIEW

Wisconsin Indianhead Technical Institute for High School Youth is an after regular school hours program, taught at three campuses of the Wisconsin Indianhead Technical Institute (WITI) by regular WITI instructors, one day a week for three hours per session. The entire session lasts ten weeks for a total of thirty hours. The students receive in-depth, hands-on skills training in a chosen occupational area using the WITI equipment and facilities. The purpose of the program is to offer skills training in a broad range of occupational areas not available in the students' home schools so that more intelligent occupational choices or decisions on further training will be possible.

## ROLE OF VOCATIONAL EDUCATION

WITI has made available certain of its facilities, equipment and instructors for the training of high school students, both non-disadvantaged and disadvantaged. The vocational-technical district pays for all program costs for personnel, equipment, materials and facilities. Local Vocational Education Coordinators (LVEC's) act as members of the advisory committee at the WITI campus in their area. Other committee members include WITI staff and instructors and high school vocational education teachers. Career Assistance Centers on the WITI campuses are available to the CETA students at no cost for testing, occupational exploration, information, etc.

## PRIME SPONSOR INVOLVEMENT

YETP became involved in this program when it was realized that CETA-eligible students were unable to afford participation. YETP pays the costs of tuition and a student stipend.

## PROGRAM ACTIVITIES

### Administrative Affairs

WITI District Office staff working with the District's High School Relations Specialist determined the interest of CETA-eligible students in participating in this program. Local Vocational Education Coordinators (LVEC's), who serve several high schools, act as members of a program advisory committee at each WITI campus. The LVEC's also meet periodically with the district Administrative Council which includes campus field services administrators and the district office administrators.

### Outreach, Assessment, Counseling, and Supportive Services

Program referrals come primarily from liaison personnel at each local high school. Northwest CEP certifies clients for CETA eligibility. Counseling and competency testing are available to students through the WITI instructors. Support services include transportation, tuition subsidy, a student stipend, and attitude and interest testing.

### Non-Skills Oriented Training

A remedial component is built into the WITI program. The GOAL (Goal Oriented Adult Learning) Program offers basic academic activities, and the campus Career Assistance Centers provide labor market information and pre-vocational counseling services.

### Institutional Occupational Skills Training

The program combines occupational survival skills training with hands-on skills training in specific occupational areas. This component lasts one semester, at the end of which students may choose to take additional skills training in a second occupational area. Some area secondary schools give academic credit for this after-school training.

### Placement

A substantial number of program participants have enrolled in full-time postsecondary vocational programs following high school.

# SECTION B

## Coordinated Vocational Education-CETA Programs Under Other Titles

# TRI-COUNTY EDUCATIONAL SERVICES

| | |
|---|---|
| *Location:* | Thatcher, Arizona |
| *Educational Agency:* | Consortium of School Districts in Graham County and the Tri-County Eastern Arizona Community College |
| *Prime Sponsor:* | Balance of Arizona |
| *Funding:* | $152,000-Arizona Career Education Act Title II |
| *In-Kind Contribution:* | Local Vocational Education provides partial staff salaries and testing materials |
| *Target Group(s):* | Rural in-school youth |
| *Contact:* | Phil Blais, Director<br>Tri-County Educational Services<br>Eastern Arizona Community College<br>Thatcher, Arizona 85552<br>(602) 428-1133 |

## OVERVIEW

Tri-County Educational Services provides a range of activities and services to students and teachers in over sixty rural schools in Graham County and a consortium of three counties. Title II (Governor's Discretionary Funds), State Career Education funds, and local vocational education and community college in-kind contributions are used to operate several projects designed to assist youth in identifying and clarifying career goals and evaluating vocational aptitudes and interests. Central offices for program staff are located at Eastern Arizona Community College. Staff members travel to the schools to coordinate activities or teachers may visit the Tri-County facilities to check out materials from the lending library of career education materials.

Youth may be involved in vocational evaluation, career awareness, orientation, or exploratory activities, and/or pre-employment skills training through various projects coordinated by Tri-County Educational Services.

## ROLE OF VOCATIONAL EDUCATION

Vocational education funds are used to pay partial staff salaries and for testing materials for the vocational evaluation project. Vocational evaluation services assist youth in clarifying career goals; evaluation results are frequently used by school counselors to refer students to appropriate vocational programs.

Eastern Arizona Community College provides office and library space through a contract with Tri-County Educational Services.

## PRIME SPONSOR INVOLVEMENT

Weekly contact between prime sponsor representatives and the program director is maintained to resolve problems concerning the vocational evaluation project and transition services which utilize CETA funding. Representatives from CETA assist in project planning and development during meetings or through frequent telephone contact.

Two public service employment slots are provided to the program.

## PROGRAM ACTIVITIES

### Administrative Affairs

Tri-County Educational Services was formed to provide career and vocational support services to schools within Graham County and a consortium of three counties. The Tri-County Director meets with superintendents and principals, state level educators and prime sponsor representatives to discuss project activities and receive input into planning. The State Department of Public Instruction (which administers the Career Education funds) provides program evaluation and technical assistance. An advisory council offers policy development assistance and overall guidance.

The Tri-County Services Director serves on the Manpower Planning Council.

### Outreach, Assessment, Counseling and Supportive Services

Outreach activities are jointly handled by Tri-County Services staff and school staff. Schools may determine which activities to become involved in and refer students accordingly. Counseling, when provided by program staff, is for the purpose of career guidance. The vocational evaluation project assesses students' interests and aptitudes by such instruments as the Differential Aptitude Test and the Strong-Campbell Interest Inventory.

## Non-Skills Oriented Training

Career education activities, films, and literature are offered to all schools in the area. A traveling Career Awareness bus visits schools on request. Teachers may use the range of materials available at Tri-County offices to teach career orientation and exploratory classes. Program staff may visit schools to coordinate various workshops, class units, or special projects in career education.

# CETA/VE OCCUPATIONAL CROSSOVER CONFERENCES

| | |
|---|---|
| *Location:* | Los Angeles County, California |
| *Educational Agency:* | Los Angeles County |
| *Prime Sponsor:* | See Prime Sponsor Involvement section |
| *Funding:* | Participant Registration Fees |
| *Target Group(s):* | Public and private vocational educators, CETA prime sponsors and prime agents, community-based organizations, manpower administrators, special education and special schools. |
| *Contact:* | David Taxis, Administrator<br>Career and Vocational Education Division<br>Office of the Los Angeles County<br>Superintendent of Schools<br>9300 East Imperial Highway<br>Los Angeles, California 90242<br>(213) 922-6111 |

## OVERVIEW

The CETA/VE Occupational Crossover Conferences are an on-going series of conferences whose goal is to bring together public and private agencies involved in manpower development and provide a forum where the agencies may share skills, knowledges and attitudes. The ultimate goal of the conferences is to benefit the common constituents served by participating agencies. The third annual Crossover Conference will be held in 1979.

The topics for the 1978 conference included CETA needs from vocational education, vocational education needs from CETA, a needs analysis for future areas of exchange and selected functional areas where policies, procedures, and practices might be shared. These functional areas included: recruitment, matching people to training jobs, placement, and follow-up.

## ROLE OF VOCATIONAL EDUCATION

The Career and Vocational Education Division, Office of the Los Angeles County Superintendent of Schools, sponsors the annual conferences. A representative from vocational education participated in each group session. Representatives included delegates from secondary and post-secondary education.

## PRIME SPONSOR INVOLVEMENT

The California Manpower Training Association cooperated in the development of the sponsor. CETA representation at the group sessions included the East San Gabriel Valley Consortium, Los Angeles County CETA, Santa Monica Human Resources Division, and other prime sponsor agencies.

## PROGRAM ACTIVITIES

### Administrative Affairs

The planning committee for the conferences has representatives from CETA and vocational education. The planning committee works on a continuing basis to identify functional areas common to the operations of CETA, vocational education, business and industry and government agencies which can serve as a foundation for shared expertise.

# SATELLITE PROGRAMS ON UTE INDIAN RESERVATION

*Location:* Cortez, Colorado

*Educational Agency:* San Juan Basin Area Vocational-Technical School

*Prime Sponsor:* Ute Indian Tribe

*Funding:* Title II
Title III

*Target Group(s):* Native Americans aged 17-25 in rural areas

*Contact:* John Gomez, Job Development Specialist
Box 970
Cortez, Colorado 81321
(303) 565-8457

## OVERVIEW

The San Juan Basin Area Vocational-Technical School is offering various vocational training programs and a GED program on the Ute Indian reservation. The goals of the program are straight-forward--to get greater participation and commitment from Native Americans in attending the vocational programs offered on the reservation. The accomplishment of that goal has been no small task. Four years ago, it was not possible to get Native Americans enrolled in the programs. Some Native Americans have since completed programs on the reservation and enrolled full time at the school.

The prime factor in bringing programs to the reservation was the act of the tribe in becoming a prime sponsor. This has enabled the school to work directly with the tribe in the operation of vocational education programs.

## ROLE OF VOCATIONAL EDUCATION

The San Juan Basin Area Vocational-Technical School is currently providing three teachers and a director for programs on the reservation. A previous program utilized two teachers and a counselor on a full-time basis on the reservation. The school provides close tutoring in all programs and is responsible for placement.

The school has also cooperated in recruitment efforts by sponsoring workshops and making a slide presentation to the Tribal Council. The director of the reservation programs sits on the Planning Council for the Indian 5 percent vocational set-aside funds.

## PRIME SPONSOR INVOLVEMENT

The tribe, as prime sponsor, is responsible for outreach and counseling. The tribe works closely with the teachers and checks on daily attendance. The Tribal Council, which handles all programs on the reservation, has been instrumental in getting Native Americans enrolled.

## PROGRAM ACTIVITIES

### Administrative Affairs

The vocational school subcontracts with the tribe. The length of the contracts varies with particular projects.

### Outreach, Assessment, Counseling, and Supportive Services

The tribe is responsible for outreach. The tribe also provides counseling, and may even make home visits to help provide support to the Native American youth in the programs.

### Non-Skills Oriented Training

Students may be enrolled simultaneously in the GED and another full-time program.

### Institutional Occupational Skills Training

Programs offered on the reservation have been designed to fit the needs of the Native Americans, including translation into their native language. An eleven-month LPN program has just been completed. Other programs have included an adult basic education program, a GED program, and a program in business office education. Training in employability skills accompanies the programs. Some of the youth in the program are currently working and are attending the programs for the purpose of upgrading. Teachers are hired specifically for the programs and are supervised by teachers at the vocational school.

### Placement

The school has responsibility for placement. Jobs are located both on the reservation and outside.

# ROCKY MOUNTAIN ENERGY AND ENVIRONMENTAL TECHNOLOGY CENTER

| | |
|---|---|
| *Location:* | Denver, Colorado |
| *Educational Agency:* | State Board for Community Colleges and Occupational Education |
| *Prime Sponsor:* | Colorado Department of Labor and Employment, Office of Manpower Planning and Development |
| *Funding:* | $434,000 - Title IIA - 4%<br>150,000 - Title IIA - 6%<br>100,000 - Title IIA - 1%<br>200,000 - Vocational Education (P.L. 941-482)<br>150,000 - Title IIB |
| *In-Kind Contribution:* | Equipment - Department of Energy; Manpower and equipment - Rockwell International |
| *Target Groups:* | Ethnic minorities and females at least 18 years old; urban/rural; out-of-school |
| *Contact:* | Dr. Richard Edsall<br>Supervisor of Adult Education for State Board for Community Colleges and Occupational Education<br>State Services Building<br>Room 207<br>Denver, Colorado 80203<br>(303) 839-3335 |

## OVERVIEW

The Rocky Mountain Energy and Environmental Technology Center is the nexus for vocational skills training programs offered at the training center and as satellite programs at various community colleges and area vocational schools throughout the State of Colorado. As such, the training center is as much a concept as it is a program site. The focus of the center is the provision of vocational skills training on a short-term intensive basis to meet labor market needs.

Four constituencies are involved in the training center: The Colorado Department of Labor and Employment, Rockwell International representing the Department of Energy, the State Board for Community Colleges and Occupational Education, and one person representing the prime sponsorships in the State. The Department of Commerce and Development is also consulted with.

The training programs have been devised to compact necessary training into short-term programs up to a maximum of six months. The Center coordinates the resources of the private sector, vocational education, and CETA to provide the training. The cooperation of the State agencies in determining ways that their functions could complement each other has been a key factor in success. The Center has been characterized by a breaking down of turfs and a willingness to change the rules to better serve the needs of students and private industry.

## ROLE OF VOCATIONAL EDUCATION

Vocational education is central to the concept of the Rocky Mountain Center. At the local level individual community colleges serve as the supervisory agencies for these programs. They are in charge of hiring instructors, curriculum development, and taking care of the cost of instruction and instructional supplies. Vocational education at the State level is involved in the training center. The entire focus of the program is the provision of vocational skills training. Vocational dollars are in the program, including six percent funds from CETA set-asides and other vocational dollars such as disadvantaged funds to provide supplemental services.

## PRIME SPONSOR INVOLVEMENT

The Department of Labor and Employment Office of Manpower and Development, is the prime sponsor for the Center. The local prime sponsors do recruiting, pre-testing and provide ongoing counseling. At any time that the program needs help for something that may have been overlooked, the prime sponsor either comes up with the dollars or helps to provide the necessary service or equipment. The prime sponsors pay tuition charges and provide stipends to the CETA eligible students.

## PROGRAM ACTIVITIES

### Administrative Affairs

A hallmark of this program has been the manner in which it has been able to modify vocational education policies to better serve students. For example, the students who attend school eight hours a day for six months in the classroom receive more student contact hours than other students would normally receive in one and one-half years. This process that has been developed is referred to as an abbreviated semester. It was determined that a typical student semester was approximately 300 student contact hours. When the students have completed 300 hours of this program, then they have technically met the requirements for a semester of credit. The difference is that this program is compacted in time. The student receives up to 50 semester credit hours for this six months of training and is able to get a certificate from the post-secondary institution. Secondly, the program has been able to contract with companies for instruction rather than an instructor. For example, a company may send any one of four people that they have to do training for chemical operators. Any one of these people may turn up at the campus for a given unit of instruction. The constituencies involved in the training center meet on an as-needed basis--they may meet daily, they may meet weekly, however often is necessary to work out the problems they encounter in developing these training programs.

## Outreach, Assessment, Counseling, and Supportive Services

Outreach is performed by local CETA prime sponsors and community-based organizations. These include the Opportunities Industrialization Centers, the Urban League, and SER, the Hispanic counterpart of Education for Out-of-School Youth. These organizations do the initial recruiting and counseling, together with the prime sponsors. Non-CETA-eleigible students may enter the programs by paying tuition to the Community College. The assessment which follows initial recruitment is intensive. The local prime sponsor does a majority of this. They get together a group of potential candidates for the program; then both the private sector and the schools do additional testing in the area of aptitude and other mental tests and interviewing. For example, in one program in the machine shop it was noticed that alcoholism and drugs were a problem. Two rehabilitation persons were recruited and placed on the site. Some of them were hired by the local prime sponsor, some of these were people from vocational rehabilitation. In addition, the community college has a supplemental services program supported by vocational education disadvantaged funds. These are services, such as tutoring, or any other needs that will help the student to succeed in the programs.

## Non-Skills Oriented Training

Any sort of remedial education needed by these students is something that they attempt to offer prior to entry into the program. For example, many of these training programs require at least a sixth grade functional reading level. The program contracts with community colleges, community-based organizations or a private firm to teach reading skills on a one-to-one basis.

## Institutional Occupational Skills Training

Once in the program the students begin their institutional occupational skills training. This training takes place eight hours a day. A student would typically start at 7:20 in the morning with a fifteen minute break in the morning, a half hour lunch, with the bus leaving the center at 4:15 in the afternoon. Two shifts are on-line in some programs. These shifts run from 7:30 to 3:30 and 3:30 to 10:30. The instruction that is offered is individualized; there is an extensive array of video cassettes and such things used to aid instruction. The instruction is self-paced and instructor-assisted. If the student needs to stay a longer time in the learning center, he does so. If the student needs extra tutoring or counseling, he gets it. In addition, there may be some scheduled classwork. For example, in one program they found a need for a basic chemistry class. This class was scheduled based on a task analysis that was done of the job. The task analysis was performed by an advisory committee from the private sector; it was finished by the community college who developed the curriculum for the program. Currently the program includes machine operation, chemical operation and work processing located at the Rocky Mountain Energy and Environmental Technology Center and a program in waste water treatment as a satellite program at the Red Rock campus of the Community College of Denver. The program will soon additionally include, in other parts of the State, a truck driving program, heavy equipment maintenance, and possibly even an underground mining program.

## Work Experience and On-the-Job Training

Work experience can be a component of the program owing to the fact that the program functions on performance-based exit. Students leave the training programs at various times depending on a determination that they are job ready. When students are deemed ready for the work site, they are put on the site and site visitations are conducted to see that the students are succeeding on the site. In addition, a training plan is developed with the employer to make it understood that a particular student is still in training. This continues for the entire training cycle of the program. This job placement is more work experience rather than cooperative experience in the sense that the sites are not supervised as closely as they would be in a cooperative situation. At the end of the training cycle, students may receive a certificate from the school. As students leave the training at various points, vacant slots are constantly being filled. The program has so far processed approximately 100 students. The programs continue on a cycle-to-cycle basis as needed by the private sector.

## Placement

Students who are placed on the job are given extensive job counseling, placement and follow-through to make sure that they will succeed. As the job needs of the labor market and private employers change, so the training programs may be varied. For students completing programs in 1979, the placement rate was ninety-seven percent.

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# WOOD HARVESTING PROGRAM

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|---|---|
| *Location:* | Machias, Maine |
| *Educational Agency:* | State Bureau of Vocational Education |
| *Prime Sponsor:* | Penobscot Consortium |
| *Funding:* | $36,000 - Title IIB<br>Title IIA - 6% (Vocational Education) |
| *Target Group(s):* | Dropouts, veterans, older workers, Native Americans in rural areas |
| *Contact:* | Richard Schweikert<br>Manager of Tactical Planning<br>Penobscot Consortium<br>P.O. Box 1136<br>333 Illinois Avenue<br>Bangor, Maine 04401<br>(207) 945-9431 |

## OVERVIEW

The Wood Harvesting Program offers participants a sixteen-week term of "classroom" training most of which is on-site in the woods, and an additional month of unsubsidized on-the-job training. Students learn skills necessary to secure and retain jobs in the wood harvesting industry. They are paid by the Penobscot Consortium for hours spent in training, and by the VTI for the wood they harvest during the month of on-the-job training.

## ROLE OF VOCATIONAL EDUCATION

The Washington County VTI is responsible for managing this statewide program. The program is offered at several VTI facilities. The original cooperative program was established at the Northern Maine VTI. Certified vocational education instructors teach the program using facilities and equipment of the VTI. The Maine Bureau of Vocational Education oversees the program through a staff member who is the CETA Coordinator.

A committee consisting of VTI, industry and Consortium representatives meet for planning prior to the program's start each year; there are joint placement efforts at the program's end.

## PRIME SPONSOR INVOLVEMENT

The Penobscot Consortium was involved financially in the establishment and support of the Wood Harvesting Program in 1978 at Northern Maine VTI. Since that time CETA students have participated in the program through slots that the Consortium buys for individuals who are interested in learning these skills. Consortium representatives meet with school and industry personnel prior to the beginning of the year's program. There are frequent telephone contacts between school and Consortium staff members; CETA operations staff and counselors are in direct contact with students in the program. The Consortium is responsible for the payroll of CETA students in the Wood Harvesting Program. The program is monitored periodically by CETA and Bureau of VTI staff. At the end of the program, Consortium, school and industry personnel are involved in placement efforts.

## PROGRAM ACTIVITIES

### Administrative Affairs

All aspects of "classroom" and on-the-job training are handled by the VTI, and payroll, pre-program orientation and counseling is the responsibility of the Consortium.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach and recruitment are functions of the Consortium. Counseling is a part of the Title IIB programs and is also provided by CETA counselors. Transportation services are provided for those students who need them. Other supportive services are available on an as needed basis, but must be justified.

### Non-Skills Oriented Training

Remedial education, etc. is provided to participants in preparation for their referral to this and other training programs.

### Institutional Occupational Skills Training

The VTI provides the sixteen-week program of "classroom" training.

## Work Experience

Following the training period offered by the VTI, students are involved in an on-the-job work experience for a month. During this time they are paid by the VTI for the wood they harvest.

## Placement

There is a joint effort by the Consortium and the VTI to aid program graduates to find jobs in the wood harvesting industry.

# PROVE

## Program Referral for Occupational and Vocational Education

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|---|---|
| *Location:* | Tyngsboro, Massachusetts |
| *Educational Agency:* | Greater Lowell Regional Vocational Technical School |
| *Prime Sponsor:* | Lowell Consortium |
| *Funding:* | Title IIA - 6% (Vocational Education) |
| *Target Group(s):* | High school graduates in a rural area; dropouts |
| *Contact:* | F. Nelson Burns, Director<br>Pawtuckett Boulevard<br>Tyngsboro, Massachusetts<br>(617) 455-5411 |

## OVERVIEW

PROVE extends every vocational training program at the Greater Lowell Regional Vocational-Technical School to CETA participants. Participants are placed in secondary vocational-technical programs offered to regular secondary students during their junior and senior years. In six months time, students are provided with the equivalent of one and one-half years of intensive training.

PROVE operates on an open-entry, open-exit basis. The school is open year-round with attendance on a 45/15 basis. That is, students are in school for forty-five days and out of school for fifteen days. Individualized learning packages and extensive hardware and software at the school make it possible to depart from traditional classroom-size programs with scheduled start and end dates. Orientation to work is emphasized through use of a simulated office where students clock in. There are thirty-six shops available, each offering preparation in several trades. The goals and objectives of the program are to take underemployed or unemployed people and train them for meaningful jobs. This includes providing them with GED's and necessary support services. The basic idea is to maximize employment potential through building their skills and confidence.

## ROLE OF VOCATIONAL EDUCATION

Funded by vocational education set-asides under Title I, Section 112 and now Title II, Section 204, PROVE is centered on vocational training for CETA eligibles. The Greater Lowell Regional Vocational Technical School is playing a central role in providing training which is adaptable to the needs of underemployed and unemployed individuals.

## PRIME SPONSOR INVOLVEMENT

In addition to outreach functions and intake, the prime sponsor has helped to plan the program. There has, in fact, been a process of joint planning. Both the Consortium administrator and manpower planners have participated in planning sessions. The prime sponsor is in weekly contact with the program director. The local Manpower Advisory Council formally reviews the contract every six months.

## PROGRAM ACTIVITIES

### Administrative Affairs

During the past three years, there have been several administrative structures for handling the program. The State level has been involved on a regular basis. In the first year, occupational education at the State level directly monitored both physically and programmatically. They conducted monthly visits and approved everything from facilities to budget items. In the second year, the Manpower Services Council assumed the supervision and monitoring function and funneling of funds. In the third year, which is the current year, the local prime sponsor took over the monitoring. Program funds pay for half-time administrators, counselors and full-time teachers that were added to the staff, as well as some supplies and materials. Basically, however, the only cost to the prime are those over and above what it would cost to send a student to school at the center. There are fifty-six slots available but one hundred to one hundred and fifty students will be served throughout the contract. Evaluation occurs on a regular basis through several different means. In addition to evaluations performed by the local Manpower Advisory Council, the program is audited fiscally by the State Employment and Training Council. In addition to these evaluations, it is audited yearly by the State Department of Education.

### Outreach, Assessment, Counseling, and Supportive Services

The prime sponsor has a centralized intake function for referrals. Assessment and evaluation follow entry into the program. Students are given a battery of aptitude tests such as the DAT. There is also a vocational counselor to talk to students about their goals and self-perceived skills, an assessment counselor who talks to students about their skills as evidenced by tests, and a placement counselor who talks to students about the job market relative to the skills they have and the training

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they may undertake. These three people, who are funded on a part-time basis by the project, help to make a decision about what level to place students. Together they develop a plan for the student that is an individual plan similar to the one done for special needs populations. Each person has an education plan. Counseling is a component of the program and each of the three funded counselors takes a third of the students for counseling purposes. Counselors and students work with them on such things as the MOIS or occupational information system, or with personal problems. Support services are offered through use of pupil personnel services.

## Non-Skills Oriented Training

Students in need of a GED may come before school from 8:00 to 11:00. Or, if the students starts at 8:00 a.m., they may arrange to take GED during the day by contracting for a time between their GED instructor, who is one of the four vocational instructors on the staff, their shop instructor, and themselves.

## Institutional Occupational Skills Training

Skills training is compacted into a maximum of six months. This is accomplished by providing training without academic courses. Secondary students alternate between one week of academics and one of training. Only one to two PROVE students are placed in a shop. The overall faculty, however, is augmented by one for each additional twelve students in the school. Survival skills such as job interviewing are also taught. Video tapes are used to teach job interviewing skills. An attempt is made to build on the individual strengths of each student. The program makes use of learning packages which are self-paced. These packages break the curriculum into behavioral objectives with a variety of ways to accomplish each objective.

## Placement

The placement counselor for the regular day school also provides placement services for program participants. The placement counselor makes calls to industry to help find slots for PROVE students. The program has been successful in placing PROVE students because, although the program is year-round, regular students graduate in June; PROVE students, however, are available for placement at various times throughout the year.

## PROJECT ARTICULATION

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|---|---|
| *Location:* | Provo, Utah |
| *Educational Agency:* | Utah Technical College |
| *Prime Sponsor:* | Governor's Office of Labor and Training |
| *Funding:* | $62,141 - Title IIA - 6% (Vocational Education)<br>35,000 - Title IIB |
| *Target Group(s):* | Secondary and postsecondary students; potential dropouts, rural areas |
| *Contact:* | Dr. Douglas H. Johnson, Coordinator<br>Utah Technical College<br>Box 1009<br>Provo, Utah 84601<br>(801) 224-6161, Ext. 271 |

### OVERVIEW

The goal of Project Articulation is to develop an open-entry/open-exit training system. The project is part of a statewide effort to use 6% CETA-Vocational Education funds for institutional change and the coordination of vocational education and CETA. Project funds from CETA are used to develop curriculum modules. Vocational education disadvantaged funds integrate a tutorial component into the project which identifies potential dropouts and uses the modules to develop basic skills.

In its first year, one hundred percent of the students served by Project Articulation were CETA-eligible and were seventeen years old and older. Currently the project is targeted on secondary, postsecondary and potential dropout students. They averaged nineteen years of age. To date, 8,700 students have used the curriculum modules. With the advent of these modules the schools began to open up their programs. Open-entry/open-exit became a reality. Once this was accomplished it was possible to reduce the total stipend per student and permit more students to complete a program.

### ROLE OF VOCATIONAL EDUCATION

Vocational education plays a role in the direction of Project Articulation. There is a steering committee comprised of representatives from vocational education at the State level, local vocational education directors, and associate deans from Utah Technical College. Vocational education teachers have developed the curriculum modules in their respective technical areas. Vocational cooperative education is encouraged for many of the participants.

## PRIME SPONSOR INVOLVEMENT

The Mountain Lands Association of Governments is involved in Project Articulation at the local level. Manpower planners worked with the State Board of Education to develop the program and helped to promote the program with the technical college. The prime sponsor visualized the program as a preventive to dropping out.

## PROGRAM ACTIVITIES

### Administrative Affairs

To support the use of the modules, workshops have been conducted for instructors on how to use the modules. Money from difference sources has been used for these workshops. For example, some of the set-asides in the school district for in-service training will pay for a substitute teacher while the regular teacher comes to the workshop. Workshops are offered on a continuing basis or whenever requested, e.g. a group of welding instructors recently requested a special three-day workshop.

The steering committee for the program meets once a month during the school year. The Program Director presents progress reports at these meetings. The modules are developed by teams of teachers including a college coordinator. This process involves seven school districts and the technical college in a roundtable discussion to determine the objectives of the modules.

The program has been in operation four years. During the first two years, funds were used for programs solely for CETA students. The technical college matches the CETA money and the proposal receives a sign-off from the seven school districts and the technical college. Each phase of the project has been in a proposal form on a yearly basis.

### Outreach, Assessment, Counseling and Supportive Services

The school performs an outreach function for the tutorial component of the program. Other referrals to the program are made through the Employment Service.

### Non-Skills Oriented Training

The tutorial program is helping students in reading, writing and math so they can be employable or stay in school. These students are encouraged later to become enrolled at the technical college. The curriculum modules are used to teach the basic courses. One advantage of the use of these modules in the tutorial program is that students actually receive competency credit for completion of the programs. At the secondary level, the tutors talk with the teachers and the regular classroom teacher gives credit in the basic curriculum suth as reading, writing or math. When the student reaches the technical college level he/she will be given credit for having already completed the module in the particular technical area.

## Institutional Occupational Skills Training

The curriculum modules cover various technical areas; one, for example, concerns training for child care specialist in a nationally accredited program at the technical college. Students receive college credit for the completion of the modules no matter where they actually complete the module. If they meet the criteria for the learning objective and pass the test for the module, they can receive credit. The instructors at the high schools and the college have agreed on the learning objectives for each module.

## Work Experience and On-the-Job Training

In the tutorial program students in high school are encouraged to be involved in a Cooperative Education program. This permits a work experience while earning credit. Students eligible for CETA also receive a stipend. Students at the postsecondary level are also involved in an extensive cooperative education program based on industry advisory councils at every level of training.

## Placement

There is a placement coordinator in the tutorial phase of the program as well as a large placement office located at Utah Technical College for postsecondary students.

# STATE LEVEL COORDINATION OF 6% and 1% FUNDS

*Location:* Salt Lake City, Utah

*Educational Agency:* Utah Board of Education

*Prime Sponsor:* Governor's Office of Labor and Training

*Funding:*
$500,666 - Title IIA - 6% (FY '78)
188,159 - Title IIA - 1% (FY '78)

*Target Group(s):* Secondary and postsecondary students statewide

*Contact:*
Alan Ayoub, Director
State Office of Labor & Training
1331 South State Street, Suite 300
Salt Lake City, Utah 84115
(801) 533-5321

## OVERVIEW

The State of Utah has used its 6% and 1% monies, and previously the 5% monies, for the purpose of levering institutional change. The goal of Utah's institutional change policy was to make vocational education responsive to CETA clients. Guidelines for use of the funds have been collectively developed by vocational education and CETA staff at the State level. The primary vehicles for change have been open-entry/open-exit training programs and articulation of secondary and postsecondary course work.

The programs developed in Utah have been influenced by both demographic and historical context. The overall educational attainment of the population is 13.5 years. For the Latino population, the largest minority representing six percent of the population, the educational level is 11.5 years. This has resulted in less need for remediation prior to skill training. Utah also has a long history of coordination dating back to its days as a pilot state for the Comprehensive Manpower Program (CMP). Utah also had a Manpower Planning Council that was the result of a state statute and not a federal mandate. The charge of this body was to coordinate all state manpower delivery agents. Under the CMP program, the Governor charged the Manpower Planning Council to use monies cooperatively. In turn, the Council requested that vocational education and CETA develop cooperative agreements. The CMP program used the State Vocational Education System as a contractor, who in turn subcontracted locally to provide the training for CMP referrals. This was done on an individual client-cost basis. With the advent of CETA, the Superintendent of Education and staff from the Governor's Office, who were both on the Manpower Planning Council, worked out an agreement asking for institutional change to make vocational education responsive to CETA clients. Vocational education and CETA staff at the State level sat down to discuss the 5% monies and the use of them to supplement institutional training or to use as a lever for institutional change. As only $435,000 was available at that time, they decided not to use the funds as an adjunct to the delivery system. Collectively they developed guidelines for use of the funds. They charged local vocational education with using the funds for institutional change and they laid out several categories. Programs of open-entry/open-exit and articulation were the result.

## ROLE OF VOCATIONAL EDUCATION

Vocational education in Utah has been actively involved in coordination at the State and local levels. The 6% and 1% monies fund positions for four manpower staff located within the State Division of Vocational Education. These staff serve in a liaison capacity and bring education into the CETA planning process. It is the goal of the State Board staff to establish linkages with the local boards of education and local CETA programs. This serves to give the prime sponsor an entree to the educational processes. Local vocational education programs have responded by awarding credit for postsecondary course work, whether that credit was earned at the secondary or postsecondary level and, also, by initiating open-entry/open-exit programs.

## PRIME SPONSOR INVOLVEMENT

The State of Utah has a State Consortium consisting of five prime sponsors and the balance of state. The Governor's Office represents both balance of state and statewide programs. The Governor's Office laid the groundwork for coordination under the CMP program, and continued the commitment to institutional change in the early days of CETA. Staff from the Governor's Office meet almost daily with the Division of Vocational Education.

## PROGRAM ACTIVITIES

### Administrative Affairs

Policies regarding use of the 6% funds, and formerly the 5% funds, were made possible by a waiver from the Regional Office of Labor on the administrative requirement of the set-asides. For the first two or three years, staff development was a subcomponent of the guidelines for use of the set-asides. Staff development consisted of training for instructors to aid them in developing individualized curricula.

Regional committees have been set up in each region of the State to facilitate planning and coordination of programs and 6% funds. Committees are comprised of Vocational Directors, local associations of government planners, and other program operators in each region. These committees are authorized to make determinations regarding the best methods to be used in serving CETA students.

### Outreach, Assessment, Counseling, and Supportive Services

Currently, the expenditure of 6% funds may include the establishment of assessment units tied to employability plans at institutions which serve CETA students.

### Institutional Occupational Skills Training

Early types of change took the form of open-entry/open-exit programs so an individual could enter vocational training at any point and continue for as long as necessary. In articulation programs where high school credit was awarded towards postsecondary course work, students could be taken out of high school to a postsecondary campus or they could be taught on campus and allowed the credit to transfer to the postsecondary institution. Some of the money was used for instructors to develop individualized curricula through use of video cassette processes. This could be done if it were demonstrated that there was a relationship between the curricula development and institutional change.

The extra costs needed to establish and operate training related to non-traditional jobs for CETA clients are fundable under current guidelines for the use of 6% funds.

### Placement

Local programs may currently use 6% funds to provide job development, follow-up, and improved mechanisms that will insure placement of all CETA participants.

## CETA PARTICIPANT SERVICES

### Title II-B

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| *Location:* | Spokane, Washington |
| *Educational Agency:* | Spokane Community College |
| *Prime Sponsor:* | Spokane Consortium |
| *Funding:* | $397,000 - Title II-B |
| *In-Kind Contribution:* | Community college provides teaching staff |
| *Target Group(s):* | In-school program for former dropouts, ages 17-21 |
| *Contact:* | William Marchioro, Director<br>CETA Participant Services<br>North 108 Washington Street<br>Spokane, Washington 99201<br>(509) 838-4271 |

### OVERVIEW

Two hundred and fifty dropouts between the ages of seventeen and twenty-one are served each year through a CETA Title II-B program in Spokane. The program offers a choice among three components (which are paralleled in a Title II-B adult program): work experience, on-the-job training, or classroom skills training at Spokane Community College or other educational facilities in the area. In addition, approximately eighty percent (80%) of the participants complete their GED's in classroom training offered at the program facility. Spokane Community College, through a subcontract with CETA Participant Services, provides three teaching staff members for the GED classes on a cost reimbursement basis. The open-entry, open-exit program is highly individualized and designed to provide total support for dropouts who want to complete their high school education and prepare for work.

### ROLE OF VOCATIONAL EDUCATION

Spokane Community College offers skills training in a range of vocational areas plus teaching staff for the GED classes. Private business colleges are also used as skills training resources for the participants

## PRIME SPONSOR INVOLVEMENT

The prime sponsor, which is a city/county consortium, subcontracts with the CETA Participant Services (CPS) to operate Title II-B programs. The prime provides technical assistance to CPS.

## PROGRAM ACTIVITIES

### Administrative Affairs

Program administrative matters are the responsibility of the Director of CETA Participant Services, which is a private, nonprofit organization sponsored by the American Indian Community Center of Spokane. Teaching staff are employees of the community college (or a private business college where some youths are referred for business skills classes).

### Outreach, Assessment, Counseling, and Supportive Services

Outreach activities include informational literature sent to community service agencies and the schools. The CETA Participant Services counselors conduct eligibility screening and coordinate assessment of vocational/academic aptitutde and interest. The counselors obtain school transcripts, speak with school personnel, and interview the students to assist in the development of Individual Employability Plans. In addition, the General Aptitutde Test Battery (GATB) and the Kuder are administered by Employment Security and interpreted by CETA staff. Basic reading tests are administered to determine appropriate level of placement in the GED preparation programs. Supportive services are extensive; child care assistance, transportation allowances, expenses for medical and dental examinations may be provided.

### Non-Skills Oriented Training

Participants must choose to return to regular high school classes to complete graduation requirements or enter GED preparation classes offered at the program facility. Over ninety percent of the enrollees choose GED and, as noted, a high percentage of GED enrollees (eighty percent) complete the requirements. Some participants receive training allowances for the GED preparation.

### Institutional Occupational Skills Training

Skills training is one option for youth who complete GED or graduation requirements. Spokane Community College, private business schools, other educational institutions throughout the area are used as resources for placement in skills training programs. The program funds cover the costs of tuition and fees plus training allowances for the participants.

### Work Experience and On-the-Job Training

Both work experience and on-the-job placements are developed by the program staff. Placements are based upon the participant's interests, aptitudes, and experience. Wages may be paid through program funds (for work experience and part of the OJT slots) or by the employer (part of the OJT slots).

**Placement**

Unsubsidized placement for program completers through direct referral, job development, or employer information is provided by the program staff.

# CETA COOKS PROGRAM

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| *Location:* | Spooner, Wisconsin |
| *Educational Agency:* | Indianhead Vocational, Technical and Adult Education District |
| *Prime Sponsor:* | Northwest Wisconsin Comprehensive Employment Program (CEP) |
| *Funding:* | $9,709 - Indianhead VTAE District<br>$9,709 - Title IIB |
| *Target Group(s):* | Out-of-school youth and adults in a rural area |
| *Contact:* | Mr. Richard Roder<br>Assistant Director for Instructional and Research Services<br>WI Indianhead VTAE District<br>Box B<br>Shell Lake, Wisconsin 54870<br>(715) 468-2815 |

## OVERVIEW

The CETA Cooks Program is an outreach program; i.e., it is offered at a location away from the campuses of the vocational-technical institute. In this case, the facility is rented for the program, and students are provided services through the outreach component of the district. The cost of the facility rental and training costs is shared fifty/fifty with the Northwest Wisconsin CEP.

The Cooks Program runs for eight hours per day, forty hours per week, involving a total of eight hundred hours in the twenty-week duration, with a maximum enrollment of fifteen students. The program provides vocational skills training for employment in food preparation and service occupations.

## ROLE OF VOCATIONAL EDUCATION

Vocational education funds pay for fifty percent of the training costs of this program. Certified vocational instructors teach a state-approved vocational curriculum. The program came into being after a vocational home economics coordinator conducted a needs assessment in the area to determine manpower needs in this occupational area. The idea was discussed with a local vocational advisory committee before plans were finalized and curriculum established for the program.

The program is supervised by one of the three field services administrators employed by the vocational district. In addition, a CETA consultant from the Wisconsin Vocational System conducts periodic on-site evaluations of the project.

A vocational outreach counselor from the Indianhead VTAE District offices is available to students and visits the site regularly. In addition, the Career Assistance Centers on the campuses of the Wisconsin Indianhead Technical Institute are available at no cost to CETA students for counseling, occupational exploration, job survival skills, testing, etc.

## PRIME SPONSOR INVOLVEMENT

Northwest CEP is involved in outreach, intake, screening, and selection of clients, as well as planning, monitoring and evaluation of programs. Spring and summer joint planning meetings involve both Northwest CEP and vocational education representatives. Planning for continuing and/or new programs takes into account the prior evaluation of programs, input from vocational coordinators around the state, and input from CETA intake centers. During the year, as questions come up, ad hoc joint meetings are held to resolve problems.

## PROGRAM ACTIVITIES

### Administrative Affairs

Once the outreach and screening of students by Northwest CEP has been accomplished, day-to-day administrative affairs are handled by the Indianhead Vocational, Technical and Adult Education District Office and the program instructor.

### Outreach, Assessment, Counseling, and Supportive Services

Outreach activities, including screening and selection of participants, are handled by Northwest CEP. As a part of the selection process, Northwest CEP may refer the individual for a two-week period to one of the Career Assistance Centers located on the four vocational education campuses for counseling, occupational exploration, life survival skills, testing, etc. to assure that the individual is being placed in the skills training program appropriate to his/her abilities and interests. Additional support services are available to participants through the District's outreach counselor.

### Non-Skills Oriented Training

A block of remedial education time is included as part of the training at the outreach program site.

## Institutional Occupational Skills Training

Vocational skills training and occupational survival skills are provided daily at an off-campus facility rented especially for this eight-hour per day Cooks Program. Practical experiences in food preparation and food service activities comprise the major portion of the program. Participants who complete the twenty-week training and later enter regular on-campus vocational programs are awarded a certificate of advanced standing by the State of Wisconsin.

## Placement

Placement is handled primarily by the instructor and the counselor, with Northwest Wisconsin CEP cooperation. The instructor has knowledge of the area and of the employment needs of the occupational field; he has community contacts and is most helpful toward placing his students.

Evidence of the placement concern by the Indianhead District and the Wisconsin Vocational System can be found in the follow-up procedure for each graduate or completer of a vocational program--regular or CETA. Upon completing or leaving a program, participants record information concerning their job status. In addition, each participant is provided a postage-paid, return card which he/she can mail to the vocational district once employment is obtained.

A statewide six-month Follow-Up, requesting information on job status, wages, etc., is conducted each year by the vocational district. This follow-up also makes an assessment of student satisfaction with his/her training and obtains approval to contact the employer to determine employer satisfaction with program graduates.

## SECTION C

## Coordinated Programs Between Vocational Education and Other Employment and Training Service Providers

# HIGH SCHOOL ACADEMIES

*Location:* Philadelphia, Pennsylvania

*Educational Agency:* Philadelphia Board of Education

*Prime Sponsor:* None
Sponsored by the Philadelphia
Urban Coalition

*Funding:* Vocational Education Funds

$250,000 Private Industry contribution in the form of in-kind services plus $20,000 to $30,000 cash per academy

*Target Group(s):* Urban, inner-city youth who are academically disadvantaged; potential dropouts

*Contact:* Mr. Hendrik B. Konig, Director
High School Academies
c/o Philadelphia Electric Company
2301 Market Street
Philadelphia, Pennsylvania
(215) 841-5568

## OVERVIEW

The High School Academy Program is a three-year alternative vocational skills training program for academically disadvantaged inner-city youth.

The Philadelphia Urban Coalition was the moving force behind the development of the first Academy, following the civil disorders of 1968-69. The prototype Academy, the Academy of Applied Electrical Science, Inc., utilizes a "hands-on" approach to increase students' motivation and understanding of basic and vocational skills.

The Academies, which are housed within high school facilities in Philadelphia, benefit from the involvement of employees loaned by business and industry, labor representation and individuals from the school district and academic community who serve as an interdisciplinary project team. This team supervises instruction and provides managerial and technical expertise. Participants are provided training in one of three occupational areas: 1) electrical and electronics; 2) business; and 3) automotive and mechanical. The business program is offered at two sites; the electrical and the automotive training each at one.

Basic skills instruction in math, English and social science is related directly to the student's training interests. For example, tool boxes become the permanent possessions of the students after they can successfully complete a requisition including the correct spelling of each tool, and a computation of the cost of tools including sales tax. English and math teachers have prepared lessons directly related to training or work assignments or activities that the students are involved in. Finding the quickest transportation to a work site by reading a city map, completing an income tax form, or securing a social security number or working papers become learning experiences in English class.

Work experience placements in industry or business are provided to some students and others work in academy "factories" which provide paid work experience in a sheltered workshop situation. The "factories" are operated after school hours and during the summer months.

## ROLE OF VOCATIONAL EDUCATION

Vocational education funds are used in support of the program. Skill training is offered to program participants.

## PRIME SPONSOR INVOLVEMENT

There is no direct involvement of a prime sponsor in the High School Academies Program.

## PROGRAM ACTIVITIES

### Administrative Affairs

The Director of the High School Academies is an employee from an area electrical industry who has been released from his company duties in order that his time can be donated to the academies. His salary is paid by the company. Day-to-day program operations are handled by a project team headed by a manager, also on loan from business or industry. The project team, which has representation from business, industry, labor and the school district, directs all aspects of the learning process.

### Outreach, Assessment, Counseling, and Supportive Services

Academy teachers and industry personnel make presentations to junior high school students explaining the program. Students must then take the initiative to apply for the program. If accepted, the students enter the academy in the tenth grade. Standardized tests are used to assess the students' academic needs.

Remedial education is built into the curriculum which was developed because the existing materials required math and reading skills which Academy applicants did not possess. Counseling services are provided to students by their teachers. Transportation services are offered to those students who are placed in private industry work experience positions.

## Institutional Occupational Skills Training

Job survival skills such as appearance, punctuality, telephone skills, etc. are incorporated into the program.

Students are involved in a step-by-step individualized "hands-on" skills training program which also includes directly related basic skills.

## Work Experience

Work experience in industry or business positions is provided those students whose achievement and maturity warrant such placement. School "factories" afford paid work experiences during after school hours and in the summertime for younger or less skilled students. This unit is incorporated under the Junior Achievement Charter and is considered a "survival package" for low-income participants.

## Placement

Joint efforts are made by the groups represented on the project team to make summer jobs available and to place qualified Academy youths in full-time jobs upon their graduation.

# PROJECT P.R.O.V.E.

## Program Reaching Options in Vocational Education

*Location:* Philadelphia, Pennsylvania

*Educational Agency:* Philadelphia School District

*Funding:* $191,500 - Women's Bureau, U.S. Department of Labor

*Target Group(s):* Urban high school junior and senior female students

*Contact:*
Marcella Germanotta
1517 West Girard Avenue
Philadelphia, Pennsylvania 19130
(215) 235-0130

## OVERVIEW

P.R.O.V.E. (Program Reaching Options in Vocational Education) is a School-to-Work Transition Demonstration Project which is sponsored by the YWCA of Philadelphia and funded by the Women's Bureau of the Department of Labor. Project P.R.O.V.E. offers supplementary services to those provided in two vocational skills centers operated by the Philadelphia School District. Three types of services--recruitment, career counseling, and job placement--are offered by the project. Students are recruited for four non-traditional programs offered at the skills centers. After a student is accepted into Project P.R.O.V.E. and a skills center, individual and group counseling, job exploration activities, field trips, retreats, and presentations by outside speakers are provided as supplements to the skill training being offered. The student attends her home school for academic training for one week; the following week the student attends the skills center for vocational training. Job placement services are provided during the academic year, during the summer and upon graduation. In-service training is provided to students, teachers and counselors in the home schools in order to sensitize school personnel to the concerns of women entering non-traditional fields.

## ROLE OF VOCATIONAL EDUCATION

Vocational Skills Centers operated by the Philadelphia School District provide skill training to Project P.R.O.V.E. students in four programs considered non-traditional for women.

## PROGRAM ACTIVITIES

### Administrative Affairs

Program personnel coordinate the outreach, counseling and placement components of the program. Skills Center staff provide vocational training.

### Outreach, Assessment, Counseling, and Supportive Services

Students are recruited by project personnel through presentations made at sixteen feeder schools. Counselors and industrial representatives make a thirty-minute presentation concerning women in non-traditional roles. The presentation includes a film entitled "Equal Vocational Education" (EVE) and other materials on this topic. Following the presentation, students are provided with application forms for enrollment in a skills center and Project P.R.O.V.E.

A variety of counseling services are provided for P.R.O.V.E. participants. Counseling, involving problems that might occur as a result of the non-traditional job, values clarification and self-assessment techniques are included. Each student attends at least one hour per week of counseling in a group setting, and in addition, individual counseling is also provided. Retreats are held so that students can meet other females working in or interested in non-traditional fields. Workers and employers in non-traditional fields are brought in as speakers.

### Non-Skills Oriented Training

During counseling sessions, participants are given instruction on topics such as obtaining a driver's license, a social security card or completing other forms necessary for everyday business transactions.

### Institutional Occupational Skills Training

Job readiness skills such as how to complete an application, what to expect in a job interview, employer expectations of an employee, and discussion of problems that might arise as a consequence of being in a non-traditional occupation are included by counselors or instructors during the program.

Students are enrolled in one of four non-traditional skills training programs held at two Philadelphia Vocational Skills Centers operated by the school district. Students attend the skills centers on alternating weeks. The other weeks are spent at their home schools receiving academic education.

## Work Experience

Attempts are made to place the young women in work experience positions directly related to their training both during the academic year and during the summer.

## Placement

Upon graduation, students also receive placement assistance from Project P.R.O.V.E. personnel in locating positions related to their training.

# A JOINT REPORT ON THE STATUS OF COORDINATION EFFORTS BETWEEN THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT (CETA) PROGRAMS AND VOCATIONAL EDUCATION PROGRAMS

Prepared Pursuant to
Senate Report No. 96-247
by
Departments of Education and Labor

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# INTRODUCTION

Education, particularly vocational education, has played an important role in employment and training programs in the last 20 years. The natural linkages between employment and training and vocational education programs have increased as a result of legislative amendments that established a greater overlap in the target groups served by both programs. The Education Amendments of 1968 and 1976 increased this convergence by requiring special attention to the needs of the unemployed, underemployed and economically disadvantaged.

Convergence in goals and populations served by the Vocational Education Act (VEA) and the Comprehensive Employment and Training Act (CETA) resulted in a clear legislative mandate for coordination. The mandate for coordination applies to all levels of government (Federal, State, and local) and cuts across several functions (planning, program administration, and research and demonstration).

A number of coordination mechanisms introduced in the 1978 CETA amendments are too new to be evaluated. Thus better understanding of the complex set of factors affecting coordination at each level of government are yet to emerge from various studies now in preparation. Nevertheless, it is possible to describe the methods and scope of the education and labor coordination efforts used throughout the country.

The emphasis in this report is on coordination undertaken through the authorization of CETA Titles II, III and IV and the entire Vocational Education Act. The newness of some mandates for coordination, and the paucity of information about how others are implemented, define the limits of this report.

This report will illustrate how far CETA administrators and vocational educators have come in strengthening program coordination. Ideally, coordination helps program administrators meet program objectives by: (1) improving service delivery -- in turn permitting expansion of services and sharing of costs; (2) improving use of resources -- thus permitting access to untapped resources and targeting of resources on priority groups; and (3) improving program operations -- resulting in improved performance for program participants.

In Section I of this report various legislative mandates for coordination are briefly reviewed and discussed.

Section II contains a review and analysis of coordination structures and activities at the national level in terms of administration, and research and demonstration.

Section III reviews coordination at the State level, with the focus being on planning and program administration.

Section IV presents an analysis of local level coordination experiences in terms of planning and program administration.

A brief statement of problems and future directions is set forth in Section V.

## I. ANALYSIS OF LEGISLATION

Because of the clear relationship between employment and training programs and vocational education programs, Congress devised a number of mechanisms that would maximize coordination between the two systems. A number of new channels and incentives for coordination were devised and enacted into law through the Education Amendments of 1976 to the Vocational Education Act, the Youth Employment Demonstration Projects Act (YEDPA) of 1977 and the 1978 amendments to CETA. The legislative mandates for coordination differ according to the level of government while coordination activities vary by administrative function.

Two distinct sets of relationships exist between CETA and vocational education: one congressionally mandated under CETA Section 204 to pass CETA funds through State vocational education agencies for supplemental vocational education programs at the local level; the other occurring by choice at the local level as a result of the more general mandate for CETA/LEA agreements under the Youth Employment and Training Program (YETP).

Section 204 requires the Secretary to make grants to Governors to provide financial assistance, through State Vocational Education Boards, to provide needed vocational education services in areas served by prime sponsors, in accordance with an agreement between the State Vocational Education Board and the prime sponsor. The Act requires that not less than 85 percent of the funds available be used to provide vocational education and services to participants in programs under the Act. The remainder of the funds may be used to: coordinate programs under the Act with existing vocational education programs; coordinate the utilization of funds under the Act and the Vocational Education Act of 1963 to enhance economic growth in the State; develop linkages between vocational education, education, and employment and training programs under the Act and private sector employers; provide technical assistance to vocational education institutions and local education agencies to aid them in making cooperative arrangements with prime sponsors; and provide information, curriculum materials, and technical assistance in curriculum development and staff development to prime sponsors.

In addition, Section 202(d) of the Act provides funds, in an amount equal to 1 percent of the funds available for Title II, to the Governor of each State to encourage and facilitate coordination between prime sponsors and appropriate educational agencies and institutions.

The YEDPA provision most directly aimed at bringing about cooperative relationships is the requirement that at least 22 percent of the YETP funds provided to State and local prime sponsors be spent on in-school programs under agreements between prime sponsors and local education agencies. The Act required that all in-school work experience must combine work with career counseling, occupational information, placement assistance and special efforts to overcome sex stereotyping. For both in-school and out-of-school jobs, it mandated efforts to arrange academic credit for work experience. YEDPA also broadened the role of the National Occupational Information Coordinating Committee (NOICC), originally created under the 1976 amendments to the Vocational Education Act, by including a mandate that in the development of an occupational information system particular attention should be directed to the needs of economically disadvantaged youth. These mandates were reinforced by the Career Education Incentive Act of 1978 which provided formula money to States for expanded occupational information and career-related instruction. The Elementary and Secondary Education Act Amendments of 1978 provided for in-school youth employment programs linked to education. In reauthorizing CETA in 1978, coordination was required with activities authorized under the Career Education Incentive Act. In addition, Job Corps began using vocational education facilities as part of its expansion efforts, and brought on vocational education personnel to aid in curricula improvement as part of its significant educational improvement effort.

## The Mandate for National Coordination

Both CETA and the Vocational Education Act (VEA) specify mandates for coordination at the national level encompassing three areas: (1) planning; (2) program administration; and (3) research and demonstration.

## Planning

In the area of planning, both Acts promote coordination between employment and training and education programs through reciprocal appointments and review of plans and recommendations by two national advisory bodies: the National Commission on Employment Policy (NCEP) and the National Advisory Council on Vocational Education (NACVE). Both advisory bodies have the responsibility of assessing the extent of coordination between employment and training and vocational education programs (CETA, Title V, sec. 503, VEA, sec. 162). The NACVE has the added responsibility of providing technical assistance to State Advisory Councils on Vocational Education (SACVE's).

Finally, the Secretary of the Department of Labor (DOL) is required to consult with the Secretary of the Department of Health, Education, and Welfare (DHEW) with respect to arrangements for services of a health, education or welfare nature supported under CETA and in the establishment of experimental, demonstration and pilot projects, where such programs require institutional training.

## Program Administration

National coordination in the administration of CETA programs is encouraged through several channels; some of which are legislatively mandated, while others are jointly initiated by DOL and DHEW. The CETA Amendments of 1978 require that:

- o the Secretary of Labor consult with the Secretary of Health, Education and Welfare regarding arrangements for services related to health, education or welfare (CETA, sec. 111).
- o DOL consult with HEW in encouraging States to facilitate the award of academic credit for competencies derived from work education programs (CETA, sec. 445).

The Vocational Education Act (VEA) requires that:

- o both agencies adopt a common set of guide-. lines regarding allowances for students in bilingual programs.

- vocational education data be made compatible with CETA data.

- national leadership in the development of occupational information systems is to be fostered through the membership of both agencies on the National Occupation Information Coordinating Committee (NOICC).

## Research and Demonstration

CETA encourages, and in some cases requires, interagency collaboration in the development and funding of innovative programs. Indirectly, coordination is also fostered through CETA and VEA authorizations for national research and demonstration efforts, which can be tailored to promote synchronization of programs and service delivery systems.

CETA authorizes the Secretary of Labor to:

- collaborate with HEW in entering into agreements with States to establish and fund model community vocational education schools and skill centers (CETA, sec. 462).

- make arrangements with State Vocational Education Boards to develop area vocational education school facilities and residential vocational schools for Job Corps Centers (CETA, sec. 456).

- conduct demonstration programs and projects which provide expanded guidance and counseling services to CETA participants through community vocational resource centers established under VEA. State boards may be paid up to 50 percent of the cost of such projects (CETA, sec. 311).

CETA requires the Secretary of Labor to:

- consult with HEW when institutional training is provided in any of the experimental, developmental, demonstration, or pilot projects authorized under section 311(b) of CETA.

- consult with HEW when discretionary projects are authorized to carry out innovative and experimental programs for testing new approaches to dealing with youth unemployment (CETA, sec. 438).

- conduct research in a number of areas with close linkages to vocational education, including increased knowledge about labor market processes, promotion of more effective worker development, training, and utilization; meeting of worker shortages; assisting individuals in the transition from school to work; and providing opportunities and services for older persons who desire to enter or reenter the labor force (CETA, sec. 311).

VEA provides opportunities for coordination, rather than requiring or specifically authorizing interagency collaboration. Under the Education Amendments of 1976:

- prime sponsors, as public agencies (VEA, sec. 171), may turn to the National Center for Research in Vocational Education (NCRVE) for help in developing a strategy for evaluating job training programs. Specifically, the NCRVE may assist with follow-up studies of program completers and leavers (VEA, sec. 171).

- a mechanism was established for identifying national research priorities in such areas as education and work, curriculum, and vocational education through a Coordinating Committee on Research in Vocational Education. This Committee is located in the Education Division of HEW, and consists of the Commissioner, the Director of the National Institute of Education, and the Director of the Fund for the Improvement of Postsecondary Education (VEA, sec. 171).

## The Mandate for State-Level Coordination

State-level coordination is required under both CETA and VEA, where specific channels for interaction are described. Collaboration is encouraged under CETA through the set-asides that either require funds to be spent by vocational education agencies or allow funds to be used for coordination of vocational education and CETA programs. At the State level, coordination requirements contained in CETA and VEA are described in terms of planning and program administration.

## Planning

VEA requires:

- that States must file 5-year plans with the Commissioner of Education which indicate how coordination will be developed with existing employment and training programs. Further, the plans must involve a representative of the CETA-mandated State Employment and Training Council (SETC). Additionally, the results of coordination activities must be described in the 1-year annual program plans and accountability reports filed by States (VEA, sec. 107).

CETA requires:

- that Governor's file a coordination and special services plan, which provides for (a) coordination of employment and training, education, and related services delivered in the State; (b) assures that no unnecessary duplication of services occurs; (c) assures that prime sponsor planning takes into account vocational education programs; and (d) provides labor market and occupational information to prime sponsors and appropriate educational agencies (CETA, sec. 105).

Both CETA and VEA require:

- a reciprocal exchange of representatives between the State Employment and Training Council (SETC) and the State Advisory Council on Vocational Education (SACVE) (CETA, sec. 110; VEA, sec. 107).
- SETC's and SACVE's to determine the extent of coordination between vocational education and employment and training (CETA, sec. 110; VEA, sec 105).
- SETC's and SACVE's to review each other's annual State plans and to include comments made in their respective annual reports (CETA, sec. 110; VEA, sec. 105).

## Program Administration

The mandate for coordination in program administration is set forth in the "statement of purpose" prefacing both CETA and VEA.

VEA requirements:

- Under VEA States are responsible for administering vocational education programs, This is carried out through allocation of funds, monitoring, evaluation, and a variety of technical assistance activities. Funds are available to States for promoting coordination between vocational education and employment and training programs (VEA, Part A, Subpart 3).

- coordination may also be fostered through the use of VEA funds earmarked for program improvement and support services including: curriculum development, vocational guidance and counseling, and vocational education personnel training (VEA, sec. 131-135).

CETA requirements:

- under CETA, Governors receive funds that may be used for coordination purposes. Under Title II, one percent (1%) of all allocations must be used for encouraging coordination between prime sponsors and education agencies (CETA Title II, sec. 202). An additional four percent (4%) of the funds available under subparts A, B, and C of Title II are available for coordination and special services (CETA, Title II, sec. 202). Under Title IV, five percent of the allocations for Youth Employment and Training Projects are available for special State-wide services for youth (CETA, Title IV, sec. 433).

- that funds be set aside specifically for vocational training purposes. The funds must be administered by State Boards of Vocational Education. The set aside was increased from five to six percent of allocations for Title II subparts A, B, and C. In addition, the definition of coordination was expanded to allow for a variety of activities. These included: technical assistance designed to help vocational education institutions and local education agencies make cooperative arrangements with prime sponsors; to develop linkages between vocational education, CETA programs, and private sector employers; and to coordinate the use of funds to further economic growth and development. Up to fifteen percent (15%) of the funds available for supplemental vocational education assistance may be used for these purposes (CETA, Title II, sec. 204).

VEA and CETA requirements:

The common data needs of prime sponsors and vocational education administrators are to be met, in part, through the mandates given to State Occupational Information Coordinating Councils (SOICC's). Funds are to come in part from VEA and CETA allocations to Governors for coordination and special services. Representation on SOICC's must include representatives from the State Education Agency and the State Employment and Training Council (VEA, sec. 161, CETA, sec. 315).

## The Mandate for Local Coordination

VEA requirements:

- VEA requires States to give preference to local education agencies that have developed applications for funding in consultation with area representatives of prime sponsors. The application must specify the relationship between vocational education programs and those funded under CETA (VEA, sec. 106)

CETA requirements:

- Prime Sponsor Planning Councils must include representatives from vocational education agencies. The advisory youth councils that must be established by prime sponsors receiving YEDPA funds must include representatives from local education agencies, local vocational education advisory councils, and postsecondary education advisory councils (CETA, sec. 436).
- Prime Sponsor Planning Councils must review the Comprehensive Employment and Training Plan developed by the prime sponsors and monitor and provide for objective evaluation of programs (CETA, Title I, sec. 109).

- Youth Councils are responsible for making recommendations to Prime Sponsor Planning Councils regarding planning and review of programs under the Youth Employment and Training Projects and Youth Community Conservation and Improvement Projects (CETA, Title IV, sec. 436).

- Prime sponsor plans must take into account the resources of area skill centers and other public vocational education facilities. These plans must also describe procedures that have been established with local education agencies to award academic credit for competencies gained through work experience (CETA, Title IV, sec. 445).

VEA requirements:

- States must describe the results of coordinating vocational education and employment and training programs in their annual State plans (VEA, sec. 108).

CETA requirements:

- a major feature of the interaction between prime sponsors and local education agencies is the specific requirement that at least 22 percent of Youth Employment and Training Project funds be allocated to in-school youth programs. The programs must be established through agreements between prime sponsors and local education agencies (CETA, sec. 433).

VEA and CETA requirements:

- the convergence of information sources used for planning is promoted by the requirement that SOICC's develop occupational and career information systems of use to vocational education staff and the administrators and planners of CETA programs (VEA, sec. 161; CETA, 315).

## II. NATIONAL - LEVEL COORDINATION EFFORTS

The most successful national efforts toward collaboration have occurred between the Office of Youth Programs (OYP), which administers Title IV of CETA, and the Bureau of Occupational and Adult Education (BOAE), which administers the Vocational Education Act (VEA). Coordination with CETA has become a Bureau priority and is carried out primarily through the mandates of CETA and VEA. Additionally, a number of joint projects have been started following the signing on March 7, 1978, of a Memorandum of Understanding between DHEW and DOL.

Both CETA and the VEA specify mandates for coordination at the national level encompassing three areas: (1) planning; (2) program administration; and (3) research and demonstration.

### Planning

In the area of planning, both Acts promote coordination between employment and training and education programs through reciprocal appointments and review of plans and recommendations by two national advisory bodies: the National Commission on Employment Policy (NCEP) and the National Advisory Council on Vocational Education (NACVE).

The Secretary of Labor is required to consult with the Secretary of DHEW with respect to arrangements for services of a health, education or welfare nature supported under CETA and in the establishment of experimental, demonstration and pilot projects, where such programs require institutional training. Examples of national coordination include:

(1) Interagency Task Force -- The Memorandum of Understanding between DOL and DHEW has been implemented by the Interagency Coordinating Panel, with representatives from BOAE and the Employment and Training Administration (ETA). The task force serves as a planning group for implementing the goals contained in the Memorandum. These goals include: promoting school

completion and return to school by youth; providing youth with career information; improving work experience and other career development services for young persons; developing individualized, comprehensive approaches to aid youth in school-to-work transition; and promoting continuity and coordination of services.

(2) National Occupational Information Coordinating Committee (NOICC) -- One of the two initial charges for NOICC under VEA was to foster coordination and communication among users and producers of occupational data. This mandate has been implemented through a variety of methods, including newsletters, handbooks, training sessions, and conferences. The development of a network of Occupational Information Coordinating Committees at the Federal and State levels has clearly fostered coordination of planning.

(3) National Advisory Council on Vocational Education (NACVE) and the National Commission for Employment Policy (NCEP) -- These two advisory bodies are in compliance with the legislative requirements of reciprocity in exchange of members and in commenting on each others' reports. There has been some assessment of the state of coordination, and recommendations have been made to foster greater collaboration. Because of limited funds, NACVE has tended to leave monitoring and assessment of coordination to the State Occupational Information Coordinating Committees (SOICC). NACVE has given greater consideration to seeking support and interagency funding for the community resource centers authorized under CETA and VEA.

## Program Administration

Both the Office of Youth Programs (OYP) and the Bureau of Occupational and Adult Education (BOAE) have supported a wide range of efforts to improve coordination in the administration of CETA and VEA programs. For example, they have sought and enlisted the active support and involvement of public and private agencies and organizations representing the many diverse interests concerned with the CETA-education linkage. This was done to promote better working relationships and to help clarify and propose solutions to the issues identified in bringing the systems closer together. These actions have been aimed at influencing key decision makers within each of the systems at the National, State, and, most importantly, local levels. As part of this networking activity, the Departments have individually and jointly supported and participated in conferences, workshops and policy forums. These were sponsored by a wide variety of National, State and local groups. In addition, the two Departments cosponsored a series of conferences on CETA/Local Education Agency (LEA) relationships at the outset of the Youth Employment and Demonstration Projects Act (YEDPA).

Examples of national-level program administration coordination:

(1) Regulations and Guidelines: BOAE and ETA have commented on each other's regulations. Most recently, BOAE commented on the regulations for the CETA amendments of 1978 and ETA commented on the regulations for the Youth Employment Act. Furthermore, development of a common set of guidelines regarding allowances for students in bilingual programs has been undertaken.

(2) Technical Assistance: A CETA unit in BOAE provides information to States regarding CETA programs, assists in the evaluation of State plans regarding coordination with employment and training programs, and has administered two of the projects funded under the Interagency Memorandum. Progress has been made toward achieving interagency cooperation in making suitable arrangements with appropriate State and local education officials for facilitating the awarding of academic credit for competencies derived from work experience.

DOL, with substantial input from DHEW, has published a series of technical assistance guides for prime sponsors on education-related issues. These include guides on: the awarding of academic credit in YEDPA programs; considerations regarding the development of CETA/LEA agreements under YETP; and career information delivery.

Curriculum centers funded under VEA programs of national significance have provided CETA prime sponsors with a wide range of curricular and instructional materials. Services provided by the six curriculum coordination centers have included in-service training, technical assistance, and dissemination of new and developing materials. In addition, the National Center for Research in Vocational Education has prepared, for prime sponsor use, instructional and career information materials, and has conducted a symposium on the role of labor market information in vocational guidance.

(3) Data Systems: Some progress is being made in developing compatible data systems between CETA and vocational education programs. The linkage has occurred primarily in the occupational information area, where NOICC has commissioned a variety of studies and projects. These studies and projects seek to promote compatible procedures for occupational classification and followup of program completers.

DOL and DHEW cooperated extensively in the staffing and development of NOICC. The legislative mandates for NOICC are to: (a) develop and implement a National, State and local occupational information system; (b) improve communication, coordination, and cooperation among the producers and users of occupational information; (c) give special attention to the labor market information needs of youth; and (d) assist SOICCs.

Furthermore, NOICC has funded States and territory counterparts (SOICCs) and has undertaken a wide variety of studies, projects, and training activities to meet its responsibilities for developing a common occupational information system. Special attention to the needs of youth has been given. Approximately 70 percent of NOICC's $9.5 million budget for 1979 went for SOICC assistance grants.

DOL, under the auspices of the NOICC, has supported a $2 million incentive program to fund statewide career information systems in selected States. Using a matching strategy, NOICC hopes to tap CETA, vocational education, education information centers, career education and other resources available at the State and local levels in support of a coordinated career information delivery strategy. The Departments have prepared letters of support for this coordinated effort and have made it clear to the field that the use of formula funds in support of this initiative is consistent with legislative mandates and can be made compatible with individual program designs.

(4) Job Corps: National CETA Job Corps policy has been to encourage Job Corps Centers to utilize local vocational and other school facilities wherever possible. In addition, the Job Corps has undertaken an educational improvement effort to test alternative instructional methodologies. The large scale random assignment experiment includes pre/post and follow-up testing.

## Research and Demonstration

Numerous studies have been undertaken to examine the coordination of vocational education and employment and training activities. Some of these studies have been commissioned jointly by DOL and DHEW in accordance with the 1978 Interagency Memorandum. Other studies have been initiated separately by the two Departments.

(1) Commissioned Coordination Projects:

- YETP in Large Cities -- The Council of Great City Schools assessed the experience of 28 large cities in the first 18 months of the Youth Employment and Training Projects (YETP).
- State Rules and YEDPA -- The National Governors Association is leading a consortium of national education associations that will inquire into policies, funding issues, and regulations that affect coordination. Among the State-based associations included in the consortium are the American Vocational Association and the National Association of State Boards of Education.

- The United States Conference of Mayors -- conducted a survey of CETA prime sponsors soliciting information on approaches taken to coordinate with public vocational education programs during Fiscal Year 1978. Plans are underway to contract with the Conference of Mayors to provide technical assistance and training in the area of CETA/vocational education coordinative relationships. The proposed contract will provide for the development of a technical assistance guide for CETA prime sponsors and vocational education personnel, bimonthly publication of a CETA/vocational education newsletter, and two national conferences.

- The Vocational Education/CETA Summer Youth Program -- In 1979 OYP funded a project which was administered by BOAE using $1 million of Summer Youth Employment Program monies.

  The objective of this project was to provide economically and educationally disadvantaged youth, who lack job skills, with an intensive remedial program. The project offers an integrated vocational and academic experience that provides participants with the basic skills, concepts, and knowledge required for both success in post-secondary studies and success in employment. Programs were designed to afford participants an opportunity to: develop and expand basic skills such as reading comprehension, writing, and computational skills; gain paid work experience; develop both positive work habits and attitudes and good study habits; receive occupational and academic counseling; explore occupational opportunities; and develop and plan career goals.

  Five post-secondary institutions, which have traditionally served the socioeconomically disadvantaged, were selected: Morgan State University in Baltimore, Maryland; Lincoln University in Lincoln, Pennsylvania; Hampton Institute in Hampton, Virginia; Shaw College in Detroit, Michigan; and the University of the District of Columbia. At each site, between 50 and 100 high school seniors, dropouts and first and second year post-secondary students were served in 6 to 8-week programs. An evaluation is underway which will follow up on participant youth to determine the impact of the program on return to and retention in school.

- The Vocational Education/CETA Linkages Youth Demonstration Project is being jointly funded by the Office of Youth Pprograms and the Bureau of Occupational and Adult Education to promote improved linkages between vocational education and CETA youth programs at the State and local levels. Ten sites have been selected to receive 18-month grants to demonstrate the feasibility and assess the effectiveness of mechanisms to: coordinate CETA youth programs with existing vocational education programs; coordinate CETA funds with vocational education funds to enhance growth and development; develop linkages between vocational education, education and CETA activities and private sector employers; provide technical assistance to vocational education and local education agencies to aid them in making cooperative arrangements with prime sponsors; and, provide information, curriculum materials and technical assistance in curriculum development and staff development to prime sponsors. The 3-year project will identify well-coordinated programs and will promote their replication during the second and third years.

- YEDPA Research Activities -- A number of YEDPA-funded research activities related to the delivery of career information for youth are being carried out by DHEW and DOL under the coordination of NOICC. These are: (1) a national survey of career information delivery at the secondary school level; (2) a study of the effectiveness of different types of information and delivery systems on the career awareness of youth; and (3) a test of the impacts of intensive exposure to career information on disadvantaged youth. Finally, there is a range of complementary research on education-work issues utilizing data gathered under the Survey of Income and

Education, and the National Longitudinal Surveys. A major new longitudinal survey has been undertaken with interagency input which will provide a wealth of information about work-education relationships.

- High Risk and Handicapped Youth -- BOAE funds will be used by Youthwork, Incorporated in four programs that are designed to provide several hundred youths with a wide range of remedial skills, vocational exploration and training experiences. Additionally, the programs, which are tailored to meet the special needs of handicapped and high risk economically disadvantaged youths, have the following objectives: strong tie-ins with local schools through the provision of courses and arrangements for academic credit for competencies developed during work experience or on-the-job training placements; reduce the failure rate among participants of such programs; provide equal educational and occupational opportunities for women; involve private employers in a wide variety of roles; and recruit staff members whose own experiences and backgrounds are similar to those of the target populations being served.

(2) DOL Projects:

- Under contract to DOL, the National Association of State Boards of Education (NASBE) conducted a project to develop and test strategies and procedures for improving cooperation and working relationships between the CETA and education systems. The primary objective was to facilitate coordination between key agencies at the State level. Three States were identified to focus on specific issues: Maryland, on the provision of academic credit for work experience; Minnesota, on administrative issues; and Louisiana, on programmatic linkages between CETA and vocational education programs. As a result, Louisiana established a task force to map out the flow of funds, lines of coordination among relevant agencies and program areas requiring stronger linkages to improve CETA-vocational education services.

  As part of this project, NASBE conducted a national study on education governance structures at the State and local levels related to: curriculum; guidance and counseling; secondary school graduation requirements; and educational personnel certification standards. This analysis discusses the various relationships that exist between vocational and other education programs at the State and local levels. More extensive technical assistance efforts are planned during 1980 with substantial input from the National Center for Research in Vocational Education at Ohio State University and other education-based organizations.

- School Dropouts -- OYP has funded a number of major programs that concentrate efforts on developing selected components of training programs and that seek to determine the capacity of schools to attract and retain school dropouts. Earlier, BOAE used discretionary funds to support community-based programs that have three goals: improving students' basic academic skills; improving students' attitudes toward work; and enhancing students' career awareness and sense of self-responsibility.

- FIPSE Projects -- Under a Fund for the Improvement of Post-Secondary Education (FIPSE) program, several projects provide strong vocational components. In particular, a project in Elgin, Illinois, provides Spanish speaking CETA-eligible youth with vocational and general English language instruction combined with technical skills training and group counseling sessions. Another project in Mid-West City, Oklahoma, provides outreach counseling, basic skill instruction and skill training in waste water technology for 20 American Indians.

- Exemplary In-School Youth Program -- The Exemplary In-School Youth Program Demonstration Project is a nationally-funded incentive program designed to identify, document and foster exemplary CETA-education programs. It includes a number of competitively selected vocational education projects. In one of these projects community employers recruited and trained by the National Alliance for Business (NAB) provided career awareness counseling to youth in vocational education and CETA on-the-job training (OJT) programs. In another, youth are involved in a youth-run business sponsored by the vocational education program. Most significantly the American Vocational Association (AVA) is currently developing youth entrepreneurship models in four sites to provide employment and training services and career opportunities for youth not traditionally served under vocational education programs.

o Youth Incentive Entitlement Pilot Projects (YIEPP) -- Seventeen sites are currently engaged in the largest youth demonstration employment project ever undertaken. Employment, full-time in the summer and part-time during the school year, is guaranteed to economically disadvantaged youth in the project site areas who remain in or return to school and attend and perform satisfactorily academically. The project uses rigorous research methodologies and carefully controlled procedures. Close coordination between prime sponsors and the education community are highly evident in these sites. Massive amounts of data will be gathered and analyzed concerning the attitudes and characteristics of the participants and employers; program effectiveness; and extent of impact on participants. The findings will be used as a foundation for future policy decisions. The project is funded and administered through OYP. As of June 1978, 29,600 individuals had participated in the Entitlement project.

o Upward Bound Programs -- In collaboration with institutions of higher and continuing education, OYP has engaged in a number of upward bound post-secondary programs. These programs are designed to assist students in gaining work experience and the income needed to stay in school and to expand student perceptions of individually meaningful work opportunities.

(3) DHEW Projects:

o Experience-Based Career Education (EBCE) -- Since 1976, 55 projects were funded by BOAE to promote education in nontraditional settings. These community-based programs have resulted in measurable improvements in students' attitudes toward school and work. These projects, initially developed and tested by the National Institute of Education, have been widely replicated. In a number of communities, CETA funds have supported EBCE programs. To date some 18,000 students have been involved in these programs.

- Mainstreaming Students with Special Needs -- The National Center for Research in Vocational Education in Columbus, Ohio, has developed programs that seek to integrate special needs students into regular vocational education programs. The materials developed can be used by teachers, counselors, and local administrators to facilitate access to, and successful performance within, the mainstream of programs for such groups as the handicapped, prisoners, migrants, and ethnic and racial minorities.

- Conserva Project -- A major BOAE sponsored evaluation study, conducted by Conserva, Incorporated, has identified and documented effective mechanisms for facilitating coordination between vocational education and youth programs. Dissemination of results across the country will start in 1980 with two Regional conferences. A copy of the initial Conserva report is included as an attachment to this report.

- Basic Skills in Vocational Education -- BOAE discretionary funds are being directed toward identifying basic skills requirements for entry-level jobs and developing materials that will meet the basic skills needs of secondary level vocational education students.

- Measuring Competency in Vocational Skills -- BOAE has recently funded a major project that will develop competency tests in 14 key occupational areas. These tests will be widely disseminated across the country. Among the expected benefits are: providing an objective basis for informing students, parents and prospective employers about the progress made in acquiring specific competencies; and helping teachers and administrators evaluate and improve specific areas of their vocational education programs. The tests will encompass the cognitive, performance, and affective components of occupational competencies. The occupations selected are from the trades and industries, health, technical, business and office, and agriculture areas.

- Major Vocational Education Evaluation Study -- Three parts of the National Institute of Education congressionally mandated vocational education study will provide information about coordination between vocational education and CETA Titles II and IV programs.

- Resource Flow Assessment -- The University of California at Berkeley will collect information about the ways in which Federal, State and local funds, including CETA funds under Titles II and IV, flow to vocational education.

- Special Populations Program Coordination -- By developing ethnographic community case studies, A. L. Nellums and Associates will examine how CETA and vocational education identify special needs populations and deliver education and training needs to those groups.

- Industry/Education/Labor (IEL) Projects -- BOAE will soon let a contract for a major project that will address the IEL issues that are surfaced by a forerunner project conducted by four predominantly black institutions of higher education. The forerunner project is funded through BOAE discretionary funds. Its purpose is to define and describe the relationships between existing IEL councils and other community groups such as Private Industry Councils (PIC), Community-Based Organizations (CBO) and local advisory councils. Further, they will develop means for assessing the effectiveness of existing IEL councils.

# III. STATE - LEVEL COORDINATION

States can assume a wide range of roles in the implementation of programs funded under VEA and CETA. State responsibilities extend from assessment to actual operation of programs. Much of the recent progress in program coordination has come about as a result of well-designed legislative mechanisms. Surveys of State planners, program administrators, and State liaisons with CETA suggest that more effective lines of communication and greater efforts directed to increasing the comprehensiveness and compatibility of services have been developed. The discussion which follows reviews the status of State-level coordination in the areas of (1) planning and (2) program administration and provides examples of those efforts.

## Planning

In complying with CETA and vocational education legislation, States are required, both in annual plans and in long-range plans, to specify how coordination across programs will be encouraged. The plans are reviewed by advisory groups (the State Advisory Council on Vocational Education (SACVE) and the State Employment and Training Council (SETC)) which have mandates for reciprocal representation. Both groups are required to examine the extent of coordination of resources between local vocational education and employment and training programs. In their 5-year plans for vocational education, States must indicate how coordination with existing employment and training programs will be developed.

A recent study conducted by the Pro-Action Institute provides indicators of progress toward meeting these legislative mandates. The Pro-Action Institute Survey of SACVE and SETC members in Texas, Michigan, and New Jersey suggest:

- an increase in informal interaction, resulting in cross-organization linkages;
- an increase in the level and quality of collaboration in the formulation of State plans;

- an increase in interlocking memberships on State-level boards and councils; and
- an increase in joint conferences hosted by CETA and vocational education regarding implementation of legislation.

Information gathered from other sources, including reports filed with the Commissioner of the United States Office of Education by SACVEs and State Boards of Vocational Education, suggest that the experience of coordination is uneven, with some States working hard to develop comprehensive planning processes. Current information is insufficient to produce a rigorous assessment of the results of coordination.

In many States planning coordination has exceeded the requirements of legislation as illustrated by the interlocking memberships of planning boards. For example:

- In California, the State director of vocational education serves on the Governor's CETA council and the program manager of the Manpower Education Section serves on the balance-of-State Advisory Council.
- In Illinois, the State Director of Adult, Vocational and Technical Education is a member of the State Employment and Training Council. Vocational education staff members represent the director on six council subcommittees.
- Washington State's Commissioner for Vocational Education has a representative on the Employment Development Services Council. He serves as the chair of the Youth Subcommittee. The same representative is a member of the balance-of-State Prime Sponsor Planning Advisory Council. On the Labor side, the administrator of the Employment and Training Division at the Employment Security Commission serves as a member of the Commissioner of Vocational Education's State Planning Committee.

## Program Administration

State responsibilities for the administration of VEA and CETA funds vary considerably. The range extends from coordination of activities between prime sponsors, State agencies, and local vocational education programs to actual program operations. Much of the new enthusiasm for coordination results from the earmarking of CETA funds for vocational education. Additionally, the designation of Governors as balance-of-State prime sponsors has permitted some States to undertake a range of innovative and well-coordinated programs.

Under the auspices of the VEA, States have used a variety of mechanisms to foster coordination. Of special interest has been the use of funds available under Program Improvement (VEA, Part A, Subpart 3).

Illustrative of the exemplary and innovative programs funded by States are those found in North Carolina and Illinois, where preparatory programs for educationally disadvantaged students have been developed. The populations especially well-served by these programs are economically disadvantaged individuals, unskilled workers, and unemployed individuals. Further, in Texas, a number of projects have been supported that increase vocationally-oriented reading skills among those with a limited proficiency in the English language.

States also have established curriculum development projects which are targeted for handicapped and economically and educationally disadvantaged persons. Examples of such projects include:

- Florida's performance-based multimedia instruction in 10 vocational curriculum areas for disadvantaged students;
- Washington State's computer-assisted reinforcement training for handicapped and disadvantaged learners;
- North Dakota's audio-visual materials for special needs students in occupational home economics.

Under the auspices of CETA, much of the progress in coordination has come about through the efforts of State personnel with primary responsibilities related to the administration of supplementary vocational education funds (Title II, Section 204).

A wide variety of projects have been funded with the 5 percent set-aside for discretionary use by Governors. Although it is not possible to fully assess the extent to which coordination has been fostered, it is clear that coordination is integral to the activities that may be funded. These activities include: (1) establishing cooperative efforts between State and local institutions with regard to occupational and career guidance, counseling, and placement services for in-school and out-of-school youth, and (2) implementation of special model employment and training programs and related services between appropriate State agencies and prime sponsors.

States have undertaken a variety of activities in fostering vocational education and CETA linkages at the local level, including:

- providing technical assistance in the interpretation of regulations;
- providing in-service training for CETA and local education administrators;
- participating in the planning and evaluation of programs;
- designing curricula and programs that can meet the needs of CETA clients;
- providing leadership in focusing attention on National priorities such as youth employment; and
- providing staff for statewide programs.

It is possible to roughly gauge the scope of coordination activities undertaken by persons responsible for State interagency coordination by counting the number of persons involved in coordination-related activities. A recent survey of personnel with coordination responsibilities in State Education Agencies (SEAs), conducted by the United States Conference of Mayors (USCOM), yielded the following results:

- of 34 SEAs responding, 31 reported employing vocational education staff who were responsible for working with CETA on a full-time basis;
- seven States also employed part-time staff; and

- of 31 SEAs with full-time CETA coordination staff, 29 employed more than one person on a full-time basis. In four States, staff size exceeded 10.

The organizational placement of coordination personnel affects their capacity to carry out coordination functions. The USCOM survey reported that 23 of the 34 States responding had CETA coordination units or personnel placed within administrative structures that reported to State Boards or Commissions for Vocational Education. In six SEAs the CETA coordination units were located in the career, adult, and occupational education units (which included vocational education programs) or in State agencies for community colleges. Only one of the 34 States indicated that no formal coordination unit has been established.

CETA unit coordinators, responding to the USCOM survey, were also asked about the administrative and coordinative procedures they followed and the effectiveness of those procedures. Approximately 60 percent reported that existing procedures for planning and expending supplementary vocational education funds (CETA, Title II, Section 204) permitted smooth operations. Coordinators most often selected the following elements for effective interaction: (1) coordination among those involved in the funding process, from the Governor's Office to the project level staff in the community; (2) availability of properly trained staff to provide technical assistance; (3) clear and precise nonfinancial agreements with prime sponsors; and (4) mutual respect and trust among personnel in different agencies. Coordinators' responses, therefore, tended to confirm the synergistic effects of coordination.

Two thirds of those responding to the USCOM survey reported undertaking activities that exceeded those required under the VEA. These activities included: (1) assisting with the administration of other CETA titles; (2) reviewing projects to assure that services were not duplicated; (3) developing procedures and policy manuals; (4) making available the expertise of vocational educators with regard to basic education, curriculum, and research; and (5) participating in a large variety of joint administrative and planning activities. In addition, 70 percent of the coordinators reported that they had been asked to administer CETA funds allocated under other titles -- primarily those awarded to Governors in their role as balance-of-State prime sponsors.

There are numerous examples of planning and program administration mechanisms adopted by States to coordinate vocational education and CETA programs. The examples which follow are presented according to present CETA titles. Two precautionary statements are necessary: most of the examples listed under Title II were actually funded under CETA, Title I, Section 112; and in a number of instances funds for programs came from a variety of CETA titles. While the information is drawn from recent surveys, some examples may be outdated.

State coordination under CETA, Title II.

- Planning and Monitoring -- The Manpower Services Department of the South Carolina State Board for Technical and Comprehensive Education is responsible for planning, coordinating, funding and monitoring over 125 CETA classes each year at the various technical centers/colleges which make up the 2-year, post-secondary system in South Carolina. The Board, by special agreement with the CETA Division-Office of the Governor, is subcontracted to conduct over 90 percent of the CETA classroom training conducted in South Carolina.

- Contracts with Area Vocational/Technical Schools -- In Oklahoma the balance-of-State prime sponsor contracts with the State Department of Vocational - Technical Education for a majority of their classroom training. This Department in turn subcontracts with various area vocational/technical schools and skill centers to carry out classroom training projects.

- Review and Approval Role -- In Louisiana, the vocational education section of the State Education Department approves all proposals for funding under balance-of-State sponsorship.

- Technical Assistance -- In the summer of 1978, the Rural Minnesota Concentrated Employment Program and the State's Vocational/Technical Division jointly funded a workshop for 244 people to plan vocational training for CETA participants. The staffs of seven area vocational/technical institutes, the prime sponsor, and the State's CETA unit worked together to plan an innovative approach to training. Under the nonfinancial agreements signed for supplementary vocational education funds, a prime sponsor can place a trainee in any program in the State, provided that the program is operated by a school that is licensed by the State of Minnesota.

- Quality Standards -- In California, supplementary vocational education funds are distributed on a formula basis, but monitoring of projects is done by the Manpower Education Section to insure compliance with quality standards established by the Department of Education for its vocational education programs.

- Specially-Designed Projects -- In Indiana, because of the predominantly rural nature of the balance-of-State prime sponsorship, the State Board contracted with the State Office of Manpower Development to create and conduct special class-size projects. Short-term training, intended to meet local labor market demand, is provided through these projects.

- Training Referrals -- Most training conducted in North Dakota with Title II funds is carried out through referrals to post-secondary vocational facilities supported by the State or by school districts. CETA funds for supplementary vocational education are used primarily to pay the tuition and fees or the direct instructional costs. Normally, individuals are trained in 1 year or less in vocational programs such as: auto body, welding, drafting, auto mechanics, and nursing. Six percent set-aside funds are primarily dedicated to group projects and counseling activities.

State coordination under CETA, Title III, Section 315 and VEA, Section 161.

- Indicators of Short-Term Occupational Needs -- A project conducted by the Michigan SOICC is developing indicators for short-term occupational needs. The project will establish a computerized data file of employment service applicants and job openings by Dictionary of Occupational Titles (DOT) code. The file will also contain data from the vocational education followup survey by Office of Education (OE) code, and the industry-occupation matrix employment projections by census code. Each series will be analyzed to determine its usefulness as occupational needs indicators.

- A Feasibility Study for Obtaining Occupational Supply Data from the Employment Security Commission Individual Worker Records -- The Oklahoma SOICC, using State Employment Security Commission individual worker records, has initiated a project to investigate the feasibility of obtaining occupational supply data, beginning mean salary by vocational program area data, and mobility path of vocational education program completers data.

- Network to Promote Communication and Coordination in Oregon -- The Oregon SOICC is developing a transportable working model to improve the production, delivery, and use of occupational information. More specifically, the goal is to identify and develop structures and strategies to promote and improve communication, understanding, and awareness of occupational information at the State and local levels.

- Training in Standard Occupational Classifications (SOC) -- The Massachusetts SOICC has started a project to develop training materials for SOC users. The materials will indicate the relationships between SOC and other systems. A major objective is to facilitate the integration of the SOC into the State Occupational Information System.

- Training for Parent Surrogates of Institutionalized Youth -- The SOICC of the District of Columbia is developing a training module for institutional staff who serve as parent surrogates for institutionalized youth. The training will address career awareness as it relates to the interests, skills, and abilities of these youth. The project will provide a forum for interaction between institutionalized youth and institutional staff and professionals. Staff will be trained in special group and individual career counseling techniques appropriate for youths with low motivation.

- Career Information Systems Development -- A number of SOICCs, including those in Maine, Nebraska, North Carolina, and South Carolina, are involved in the development and implementation of career information systems. Funds for these efforts have been obtained from a variety of local and State program sources. The systems are designed specifically to provide meaningful career information to youth.

State coordination under CETA, Title IV.

- Innovative Programs -- Iowa's Department of Public Instruction has taken the lead in assisting the State prime sponsor in developing Skill Training Improvement Programs. Programmatic and financial control of Vermont's Environmental Project is placed in the Vermont Department of Education, which helped design the program and arranged the financial agreement with an area high school. The Vermont program, funded under Youth Community Conservation and Improvement Projects, aims to develop skills in occupations indigenous to the State.

- Joint Funding -- During the summer of 1978, some 2,228 youths in Tucson, Arizona, participated in an 8-week work experience program. This program incorporated skill improvement, career exploration, and preemployment skill training. Funds for the program were provided by vocational education and CETA's Summer Youth Programs. Tucson Manpower Development, Incorporated has responsibility for coordinating and implementing the summer program. An educational Program Specialist from the Department of Education provided technical assistance throughout the summer program and assisted in conducting staff workshops. The Tuscon high schools' vocational education building was used as the site for some of the workshops. These workshops focused on skill improvement (in such areas as typing and office skills) and employability and survival skills (such as job search and interviews). Vocational cooperative credit was awarded to participating students.

- Program Improvement -- Indiana's approach to the expenditure of Governor's discretionary YETP funds is to supplement and extend existing local programs. The State Board YETP office provides technical assistance to the subcontractors in such areas as curriculum development, program planning, and implementation. Contracts for these funds are negotiated by the Indiana State Board of Vocational and Technical Education/Youth Employment Training Program Division. Recipients of funds include local schools, regional centers and community-based organizations.

- Statewide Counselor Corps -- YETP funds in New Mexico have paid for counselors at seven high schools across the State to staff the Comprehensive Career Exploration and Development Activities (CCEDA) program. In the past academic year over 1,400 students were involved in programs that assessed career interests, provided career information and counseling, and placed students in one or more observation sites throughout the community. The CCEDA program is administered by the Division of Vocational Education in the State Department of Education.

- Exploratory Work Experience Projects Designed -- In North Carolina, 16 LEAs are implementing projects developed by the State Divison of Vocational Education. The State agency continues to administer and coordinate the projects which supplement work experience placements with a range of courses that include employability skill development, remedial education, counseling, and assistance in some specific skills needed in their jobs.

- Supplementary Services Provided -- The Division of Vocational Education in Tennessee has responsibility for administering YETP in-school programs in 32 LEAs. The programs offer transition services to all students between the ages of 16 and 21. The services include outreach, assessment, and placement. Economically disadvantaged students are eligible for Career Employment Experience positions in public agencies.

## IV LOCAL LEVEL COORDINATION

Because programs and services are provided directly to people at the local level it is particularly critical that coordination occur there. Services are provided locally by secondary schools, skill centers, community colleges, community-based organizations, vocational/technical centers and various public and private-sector employers. Available information indicates noteworthy improvement in the scope of coordination between schools and prime sponsors. The momentum for coordination comes from the designation of a minimum of 22 percent of Youth Employment Training Program (YETP) funds for services to in-school youth. Much of the progress has been due to the flexibility of programming offered by post-secondary institutions. Well designed and coordinated programs have also been developed in a great number of secondary schools. The examples cited below, notwithstanding, a number of secondary schools experienced difficulties in developing methods for accommodating the most educationally disadvantaged of CETA clients into regular vocational education programs.

The following discussion focuses on two aspects of coordination: (1) planning, and (2) program administration.

### Planning

Staff working for prime sponsors and vocational education programs are increasingly involved in informal cross-organizational linkages and information exchanges. As a result there has been greater accommodation among the two systems and synchronization of programs to meet the needs of prime sponsor clients.

Representation on Prime Sponsor Councils. There is an increasing exchange of personnel in the planning functions of CETA and vocational education programs. In 1979, respondents to the U. S. Conference of Mayors (USCOM) survey of prime sponsors revealed that all prime sponsor planning councils had representatives who were affiliated with vocational education. The planning councils, ranging in size from 9 to 37 members, had between 1 to 10 vocational training representatives. Overall planning councils average 22 members, with an average of 3.6 representatives having vocational education or training delivery backgrounds. An average of two public school vocational education representatives served on each planning council. The USCOM report indicated an increase in vocational education representation over the 1977-78 period. Specifically 28 percent of prime sponsors reported such an increase, while 71 percent of the prime sponsors surveyed reported no change occurring. A survey by Pro-Action Institute of prime sponsors in New Jersey, Michigan and Texas indicated a similar upward trend in vocational education representation. Forty-seven percent of the respondents attributed the increases to a 1976 congressional requirement that prime sponsor planning councils include vocational education representatives.

Prime sponsors appear satisfied with the contribution made by vocational educators in the planning process. The USCOM survey reported that 44 of 50 prime sponsors felt that vocational educators had been responsive to their needs. The types of assistance vocational education representatives provided were varied:

- providing data on current and projected occupational demand;
- providing frank assessment of the effectiveness of area training programs and the capacity of vocational education agencies to provide services;
- assisting in the design of alternative educational programs, working out with local education agencies a process for awarding academic credit for YETP participants, developing budget estimates for proposed projects, and various other inputs into the development of programs;
- assessing on-going programs and providing technical assistance; and
- providing information regarding the rates of training related placements.

Youth Councils. The youth councils established under the Youth Employment and Demonstration Projects Act (YEDPA) are assigned two functions: (1) making recommendations to planning councils regarding Youth Employment and Training Projects (YETP) and Youth Community Conservation and Improvement Projects (YCCIP) allocations and (2) reviewing the agreements reached between prime sponsors and local education agencies. Youth councils are supposed to include representatives from vocational schools, and the local advisory council on vocational education. A recent study by Kirschner Associates concluded that Federal guidelines concerning the membership of youth councils are not being followed. In addition, the Kirschner study found that youth councils may not be reviewing almost half of the agreements concluded by prime sponsors with local schools regarding the provision of services to in-school youth. This inference was reached because close to 50 percent of the agreements signed in 1978 did not include references to the role of the youth councils.

CETA Involvement in Vocational Education Planning. Although there is no reciprocal mandate in the vocational education legislation, USCOM found that 33 of the 50 prime sponsors surveyed had been involved in some capacity either in State or local vocational planning. Because the data was grouped as State or local level involvement, the extent of involvement at the local level cannot be determined from the USCOM study. The Pro-Action survey revealed that approximately 30 percent of prime sponsors who responded indicated that they were represented on local vocational advisory boards. Only 15 percent of prime sponsors, however, reported that they had commented on vocational education plans. When comments were made they were incorporated into plans 95 percent of the time.

Other Joint Planning. In addition to prime sponsor planning councils, there are other major planning mechanisms. In the USCOM survey, 32 of the prime sponsors reported being involved in activities that affected vocational education. Vehicles for participation ranged from CETA planning board task forces to skill center advisory councils.

Throughout the country communities have established arrangements that demonstrate the potential of coordination in planning functions. For example:

- In Manchester, New Hampshire, a local director of vocational education serves on the prime sponsor's Manpower Planning Council and has been active in the yearly planning of CETA summer youth programs for several hundred youth. The summer programs involved 14 public school districts.

- A prime sponsor representative in Flagstaff, Arizona, serves on a county-wide Educational Services Consortium that administers a YETP-funded Career Education Project. The project, given in Coconino County's six school districts, offers a range of career and vocational activities to students. The Project Director serves on the Manpower Advisory Council.

- In Springfield, Massachusetts, the Commission on Technical Education and Training provides a vehicle for coordination in Hampden County. Its members include representatives of training institutions, the Private Industry Council, local businesses and unions. The area's training institutions have identified separate roles and clients. The Consortium (which runs its own skill centers) can establish short-term training programs very quickly. The vocational education institutions (run by the local school systems) are oriented to long-term training programs. Additional technical programs are offered by the Community College.

## Program Administration

Local school administrators are bridging the communication gap that tended to separate educators from employment and training program providers. Collaboration has resulted in increasing and improving levels of services. These include improved outreach efforts to individuals who could not previously afford to participate, increased opportunities for schools to develop innovative education and skill training programs, increased and enhanced communication with community-based organizations, and improved programs to help individuals make smoother transition from education to work. Moreover, coordination has had synergistic effects: half of the prime sponsors responding in a recently conducted survey indicated that CETA clients in public vocational education had been exposed to experiences that exceeded those for which they had been contracted. The scope and quality of coordination varied considerably depending on the availability of vocational facilities, qualified program and liaison personnel, curricula adapted to CETA clients' special needs, and foremost, on the history of relationships between local education agencies and employment and training agencies.

Vocational Education Act (VEA). VEA supported local schools have made extensive use of personnel and facilities to serve CETA clients. Of special interest is the extent to which schools have used legislative set-asides for disadvantaged and handicapped students to promote joint ventures with prime sponsors. The available evidence suggests that schools in many States have used those set-asides to extend the resources made available under CETA.

CETA, Title II (Comprehensive Employment and Training Services). Until 1977, much of the interaction between local schools and prime sponsors centered around programs supported under CETA, Title I (renamed Title II in 1978). Available information suggests that the catalyst for this interaction was the vocational education supplementary funds (CETA, Title II, sec. 204).

CETA, Title IV (Youth Programs). With the passage of the Youth Employment Demonstration Programs Act (YEDPA) in 1977, the interaction between employment and training administrators and local education agencies has gained momentum. This development has been fueled by the requirement under Youth Employment and Training Projects (YETP) that prime sponsors reach agreement with local education agencies regarding the expenditure of 22 percent of YETP allocations. The funds are to be spent for services to in-school youth. Available information suggests that the minimum set-aside has been exceeded. However, most of the funds have been used for student allowances, rather than for education program expenses.

The local experience to date suggests that personnel with formal liaison responsibilities can expedite the process of interaction. Various studies suggest that the benefits are maximized when coordinators work within the school. Coordinators can informally tap available school resources and personnel. Equally critical has been the coordinators' role as a buffer between bureaucratic demands and program personnel. The value of coordinators has been especially useful in post-secondary institutions.

The interaction between prime sponsors and vocational educators at the local level tends to occur in six major areas, each with its own set of coordination mechanisms that further the goal of comprehensiveness and compatibility of services.

*Administrative Affairs*. Programmatic activities in this category include program planning, program improvement efforts, administration, policies, staff, and funding patterns. Among the devices for enhancing coordination are:

- shared memberships on the local advisory councils on vocational education and on prime sponsors planning councils/youth councils;
- in-service education for teachers, counselors, and administrators to increase their awareness of CETA clients' needs;
- curriculum and guidance and testing materials developed and modified to meet the needs of CETA clients;
- technical assistance provided by prime sponsor staff regarding legislation, regulations, requirements, and operating procedures;
- well-defined policies regarding academic credit; and
- flexibility in scheduling, and use of staff with special experience or non-traditional credentials.

*Outreach, Assessment, Counseling and Supportive Services*. CETA clients are frequently introduced to vocational training as a result of recruitment and counseling efforts. Several coordination mechanisms have been identified that are particularly useful to the activities and supportive services provided under CETA.

- responsibilities for outreach, counseling, assessment, and supportive services are delineated by joint agreements between prime sponsors and vocational education agencies;
- teachers and other educational staff are trained to identify disadvantaged persons in need of CETA services;
- individual assessment is used as an on-going component of vocational programs;

- intake and eligibility screening is undertaken by designated personnel;
- special vocational and guidance materials are used for CETA clients; and
- supportive services are readily accessible.

Non-Skills Oriented Services. A wide range of services are available to CETA clients to prepare them for vocational training. Several coordination mechanisms have been found effective in delivering such services as academic and remedial education, occupational exploration, and life skills training.

- occupational orientation is given prior to vocational skills training;
- basic skills programs are integrated with institutional skills training; and
- pre-vocational programs are offered to increase entry in non-traditional occupations and are linked with skills training programs.

Institutional Occupational Skills Training. Occupational training for CETA clients requires special techniques and adequately prepared personnel. Several mechanisms facilitate the process of collaboration between CETA and regular vocational education programs.

- personnel have special training, which permits them to deal with CETA populations, who often have inadequate basic academic skills and have a marginal commitment to school;
- tutoring programs are provided to students;
- occupational skills of participants are assessed before and after training is provided;
- assessment results are used to tailor programs to individuals' developmental needs; and
- work experience and on-the-job training are available.

Vocational education programs offer CETA clients both subsidized and unsubsidized work experience and on-the-job training activities. Especially useful are:

- detailed procedures for awarding academic credit for work experience activities; and
- work agreements between vocational education and employers about roles and expectation.

Placement. Placement efforts often represent the culmination of activities offered to CETA clients. The following are some particularly effective mechanisms for maximizing placements in unsubsidized jobs:

- job development efforts by vocational education professionals to secure unsubsidized opportunities; and
- coordination of efforts with other school and community-based programs.

The following are examples of program administration coordination between CETA and vocational education programs at the local level. Thousands of similar instances of program coordination have and are occurring across the country. These examples are presented simply to illustrate the range of administrative coordination activities between CETA and vocational education programs.

Coordination activities supported under CETA Title II include:

- Vocational Education Policies Modified -- An abbreviated semester is the distinguishing feature of training at the Denver-based Rocky Mountain Energy and Environmental Technology Center. The program is funded under VEA and several CETA authorities -- Title II-A and II-B. Short term, intensive vocational education training is conducted in community colleges. Recruiting and counseling are carried out by local prime sponsors and community-based organizations. Supplemental services are provided with vocational education set-aside funds for the disadvantaged.
- Open Entry/Open Exist -- Individualized learning packages are part of the flexibly designed vocational training program at the Greater Lowell Regional Vocational-Technical School, Massachusetts. The local prime sponsor makes referrals and monitors the project; CETA payments are for the excess costs involved in enrolling referrals.

- Joint Assessment -- Staff from the Oklahoma City prime sponsor and an area skill center jointly assess CETA client needs. Training, however, is carried out by skill center instructors.

- Division of Responsibility -- The Tucson, Arizona, prime sponsor staff makes referrals and provides occupational counseling to eligible clients. Training is provided by an area skill center.

- Occupational Exploration for Non-Traditional Jobs -- A summer program in Bellingham, Washington, was designed to steer women away from sex-stereotyped jobs. Of 16 women in the program 14 are now enrolled in non-traditional vocational courses, including welding, appliance repair, and engineering technology. The course, funded with supplementary vocational education allocations, was adapted by the Bellingham Vocational Technical Institution.

- Cooperative Education -- CETA youth take part in the regular cooperative vocational education program run by the Clark County, Nevada, public schools. In the sophmore year students can transfer to the Southern Nevada Vocational Technical Center or they can transfer to other schools in the district for specialized training programs. In-service training is provided for CETA and high school staff. Funds come from CETA, Title II-A and II-B, and YETP.

- Pre-Vocational Program -- Seventy-five high school dropouts in Gadsden, Alabama, are enrolled in a variety of activities intended to prepare them for skill training programs or unsubsidized employment. The program (operated in four Eastern Alabama locations) is funded under Title II and YETP. A number of other programs are offered to students: counseling, GED preparation or remedial skills, job "shadowing" activities, employability and job survival skills classes, and placement assistance. Project staff are predominately vocationally certified and/or trained.

Coordination activities supported by CETA, Title III include:

- Displaced Homemakers -- Some 35 students in Phoenix, Arizona are enrolled in a 6-week program with predominantly pre-vocational training offerings. The program, offered at Rio Salado Community College, is funded with CETA and VEA funds.

- Indian Tribe As Prime Sponsor -- Ute Indians in Cortez, Colorado are taking part in area vocational programs in increasing numbers. The Tribal Council, which serves as a prime sponsor, recruits and counsels students. Training is provided by the San Juan Basin Vocational-Technical School with funds from CETA Titles III and II. The school hires teachers for the Ute program and supervises them. Offerings for this reservation program include: a GED program, an 11-month licensed practical nursing program, adult basic education, and business and office education.

- Career Information -- In Asbury Park, New Jersey, a computer-based system has been developed to provide career information and guidance information. The system was developed by the Board of Education, with the aid of the State Department of Education's Vocational Education Division, and the U. S. Office of Education.

Coordination activities supported by CETA, Title IV include:

- Local Advisory Committee -- An active advisory group has been a catalyst for community support for Project Alive in San Bruno, California. The project, funded under YETP and VEA, offers comprehensive services in career decisionmaking, career exploration, and career employment experiences. The prime sponsor, who is represented on the advisory committee for the project, contracts for the program through the San Mateo County Office of Education's Vocational Education division. Also represented on the committee are parents, students, business, unions, and the city government.

- Program Planning -- A Rockville, Maryland, vocational training program illustrates the intimate involvement of vocational educators in the planning and administration of CETA-funded programs. The director of Montgomery County's Project JOBS (Job Opportunity Benefits for Students) is also director of Career and Vocational Education for the county. A total of 125 students enrolled in 12 of 22 high schools in the county are enrolled in the classroom training and on-the-job training programs. "Advocate teachers" provide counseling at the schools, and at students' homes and job sites. A unique relationship with the CETA Program Assistant has evolved, with the assistant participating in classroom training.

- Joint Funding -- The staff of New York City's Youth Employment and Training Project is paid with vocational education funds. CETA allocations go for student stipends. Forty-five high schools are involved in the program, which was planned by the Division of High Schools and the Bureau of Cooperative Education. Work experience and on-the-job placements are provided at 400 sites. Job developers help locate the work sites.

- Incarcerated Women -- A New Castle County, Maryland, YETP-funded program serves incarcerated women soon to be released. While in prison the women receive counseling and assessment services; upon release they are offered subsidized skills training or work experience placement. Certified vocational teachers are hired to teach extended day skill courses for students in eight high schools and one vocational-technical center. Academic credit is awarded for the courses.

- Curriculum Modified -- At Harbor City six mini-schools for school dropouts have been organized around vocational clusters. The Baltimore, Maryland, school system helped modify the curriculum for each vocational cluster. The Baltimore schools also provide administrative staff, teachers, and early childhood education centers. In addition

250 slots have been reserved at a new vocational school for returning school dropouts. Funds come from YETP and YIEPP.

- Remedial Work before Mainstreaming -- New Albany, Indiana illustrates a common feature of many YETP programs: remedial instruction, in the form of individualized modules, is provided to help students enroll in the district's regular vocational education program. Remedial work is supplemented with counseling and instruction in "job survival" skills. Funds for the summer program are provided by SPEDY.

- Comprehensive Career Development Plans -- In Erie, Pennsylvania, individualized plans specify the job-related training classes and skill training classes needed by each student. The area vocational-technical school's cooperative education supervisor also supervises the prime sponsor's Comprehensive Youth Programs, which helps pay for training. Funds come from YETP and YCCIP.

- Handicapped Youth -- Special attention is given to handicapped and disadvantaged youth in the YETP-funded program in Ralston, Nebraska. The public schools help identify job settings where vocational skills can be developed and provide classes where students can acquire employability and "job survival" skills. Prime sponsor staff clarify regulations and help in planning for program expansion.

- Employer-Student Agreements -- Work experience placements in Chicago's Comprehensive Career Internship program must be accompanied by employer-student agreements. Job competencies are identified for each student in on-the-job training slots and agreements specify these competencies. Students have Employability Development Plans which are regularly updated to reflect student goals. The program is administered by Chicago's Assistant Superintendent for Vocational Education, who was active in the planning and implementation of the program.

- Apprenticeship Placements -- A substantial number of graduates of the Portland public schools' Emergency Home Repair Project have secured apprenticeships with local unions. This work experience project, serving a mixed group of dropouts and in-school youth, has union members supervising student workers. Job placements are the culmination of effective youth programming which involves community members, and includes business, labor, education, and city government.

- Mainstreaming of YETP -- In Dade County, Florida, YETP is an integral part of the regular vocational program. Enrollment in a cooperative program is required for YETP clients, who are also provided with special social services and offered classes relating to job search and employability skills. Cooperative instructors maintain regular contact with participants at job sites where students can develop specific, marketable skills.

- Schools and Community-Based Organizations -- Dade County, Florida, public schools serve almost 2,000 CETA clients enrolled in programs operated by several community-based organizations. Vocational instruction is provided daily to migrant workers, displaced homemakers, and young black and Hispanic dropouts.

## V. PROBLEMS AND FUTURE DIRECTIONS

Considerable improvement in relationships between vocational education and CETA at the Federal, State and local levels has occurred. Despite this progress three major problems continue to hinder full collaboration at the three levels of governance. These problems are attitudinal, structural, and administrative. Attitudinal problems reflect institutional biases and institutional style. Structural problems result from different governance systems. Administrative problems relate to policies and procedures which as yet have not been sufficiently aligned. Basic differences between the programs give rise to these problems. These differences include the following:

- CETA primarily targets comprehensive services to low income individuals while vocational education primarily provides occupational training and career exploration to a broader population.
- vocational education funding combines Federal, State, and local resources with substantial responsibilities vested at the State level while CETA is a federally funded, locally administered program.
- CETA services are obtained on an as-needed basis from a variety of delivery agents selected competitively, while vocational education is delivered primarily within the constraints of the local education agency's physical and administrative capabilities.
- CETA is a function of local government while vocational education operates under the authority of local school boards which are substantially independent of other local government structures.
- the application of the 20 percent ceiling for administration to that portion of CETA funds allocated to State Boards of Vocational Education for coordination activities is too restrictive, in the view of some vocational educators. Less clear, on the other hand, is the exact type of services rendered or intended to be rendered under CETA.

The experience over the past few years has demonstrated that the two systems can work together and that significant benefits to participants can be derived by the improved coordination of programs. Although substantial progress has been made, much additional work is needed to bring the systems into closer harmony at the national, State and local levels. As a result, future directions for alleviating these problems are envisioned.

1. Much of the apprehension about working with the "other" system results from unfamiliarity with the other's programs, policies, procedures, terminology and capabilities. High turnover in prime sponsor personnel has tended to exacerbate the problem. With increased contact between the two, much of this unfamiliarity will be overcome. In order to facilitate the process of breaking down barriers, increased staff development and technical assistance efforts will be undertaken, to the extent possible, on an interagency basis, at both the State and local levels. In addition, efforts will be expanded to promote interagency detailing of staff at the national level.

2. Given the broad knowledge development thrust and mandates related to innovation under YEDPA, the Departments of HEW and Labor have, through the process of interagency transfer of funds and interagency agreements, mounted numerous collaborative projects. The formal comment and review process regarding regulations has continued and an unprecedented degree of communication and interaction took place in the development of the Administration's Youth Employment and Education Initiative.

3. With documentation about exemplary practices and workable models of CETA-Vocational Education coordination becoming available as a result of research, demonstration, evaluation and dissemination activities undertaken by DOL and HEW, increased attention will be devoted to providing this information to State and local systems through technical assistance and training.

4. Although significant Federal resources are available at the State level (technical assistance and State-wide services under CETA and program improvement under VEA), the States' potential

in fulfilling these functions has not been adequately developed. Increased attention will be devoted to improving the States' capacities to carry out their existing mandates in this area.

5. Locally the capacity of educational institutions, community-based organizations and other institutions delivering employment and training services must be improved in the delivery of services to high risk, economically disadvantaged and handicapped adults and youth with special problems. Technical assistance is needed for program improvement whether those programs are offered in traditional or alternative settings. Such technical assistance should be directed toward improving occupational skill training, employability skill development, and basic academic education services. In addition, special emphasis should be given to providing technical assistance for the improvement of guidance and counseling and assessment and referral services.

This report represents an attempt to provide an overview of the numerous collaborative activities undertaken at the local, State and national levels. Because of the activities exemplified in this report, CETA and vocational education program participants are and will continue to reap the benefits of these and other collaborative efforts.

# CETA LINKAGES WITH
# POST SECONDARY VOCATIONAL EDUCATION

Proaction Institute

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# CHAPTER ONE

# INTRODUCTION

## A. PROJECT BACKGROUND

The employment and training system of the United States is multi-faceted, with mechanisms which have been designed to assist those individuals who are unemployed, underemployed, disabled, or lacking a marketable skill, in obtaining long term employment or relief. The oldest of the federal manpower programs is vocational education. Since its inception in 1917 with the Smith-Hughes Act, vocational education has performed fairly well in preparing skilled persons for our industrialized and technologized economy. The newest of the federal manpower programs is the Comprehensive Employment and Training Act of 1973 (CETA). As its name implies, CETA was designed to be comprehensive with provisions for both training programs and public service employment. Under the various titles of the Act can be found programs which aid poor people, the elderly, Native Americans, and the newest immigrants. Other parts of the employment and training system include occupational information the employment service and aspects of the welfare system.

With such a myriad of programs found under the headings of CETA, vocational education, and other federal employment and training programs, the coordination of activities is naturally a problem. The need for coordination has become increasingly apparent in recent years, first of all because there has been an expansion in the demand for financial accountability for employment and training programs. Secondly, the employment and training system attempts to prepare people to face a highly technological economy whose occupational structure has been changing more rapidly than at any other period in history. In order to deal with these changes, the various parts of the employment and training system must work together.

Close coordination between CETA and Vocational Education is a crucial part of the linkage description above. The vocational education system, including both the secondary and post-secondary components, has received criticism from various segments of the interested public. This criticism has been motivated by a number of factors. Most notable of these have been: (1) the market relevancy of training programs; (2) the failure to serve those most in need of employment skills; (3) the perceived unwillingness of vocational education directors to work within the restrictions posed by CETA program requirements; (4) the perceived inflexibility of in-school vocational education programs in meeting time-frame restrictions of CETA participants; (5) competition among educators for chunks of the educational budget; and (6) the duplication of services since the advent of CETA, which allows for the provision of many traditional vocational education services and programs through prime sponsors.

CETA, as well, has had its share of complaints. One of the major complaints, has been that the training aspect of the program plays too minor role as compared with that of public service employment. In addition, there has been a tendency to ignore the training resources of public education, especially vocational education. The combination of these factors has culminated in a congressional demand for greater accountability from CETA and vocational education programs.

Some of these demands were translated into a policy statement with the passage of the 1976 Vocational Education Amendments. Included, were several important provisions designed to increase the amount of coordination between CETA vocational education. First, stricter provisions were included in Part A of Title II of the Amendments regarding the kinds of information and analysis in each state's one year and five year vocational education plans. This was to ensure better resource planning for the manpower training programs.

Secondly, the Amendments required greater participation by broader segments of the interested public in the formulation of the State Vocational Education Plans. Four meetings must be held by the State Board of Education involving designated group representatives before the State's Five Year Vocational Education Plan can be accepted by the Commissioner of Education. If the meetings are not held and the Commissioner does not accept the plan, then no federal money for vocational education can be given to the state. Similar provisions were included for the formulation of the State's one year plan, except that the number of meeting times was reduced to three during the planning year.

Another provision of great interest has been the mandated set of representatives who must be actively involved in the development of state vocational education plans. Included in this group are representatives from each of the following agencies:

- the state agency for secondary education
- the state agency for post-secondary vocational education
- the state agency for community and junior colleges
- the state agency for institutions of higher education
- a local school board
- vocational education teachers
- local school administrators
- State Manpower Services Council
- the state agency for comprehensive post-secondary education planning
- the State Vocational Education Advisory Council

The 1976 Vocational Education Amendments also amended the basic CETA legislation of 1973, as the Amendments required that a member of the State Advisory Board for Vocational Education sit on each state's planning council for CETA, the State Manpower Services Council. It is clear that the intention of the 1976 Vocational Education Amendments and the revisions of CETA was to effect greater coordination; that is, to enforce the exchange of information between CETA and Vocational Education and to develop closer programmatic linkages by requiring the exchange of personnel between the two deliverers of manpower services.

The fourth provision of the Vocational Education Amendments, which is of interest here, was the expansion of the powers of the State Advisory Boards for Vocational Education. Accompanying the expansion of the State Advisory Boards was the creation of Local Advisory Councils for Vocational Education for each local education agency that is to receive federal vocational education assistance.

The State Advisory Councils for Vocational Education were required by the 1976 Amendments to : (1) identify manpower, as well as vocational education needs; (2) comment on reports of the State Manpower Services Councils; and (3) provide assistance to the Local Advisory Councils for Vocational Education. These requirements of the 1976 Amendments were intended to strengthen the coordination with CETA by means of the comments that the State Advisory Councils for Vocational Education could make on the plans of the State Manpower Services Council.

At the local level, each local education agency and each post-secondary institution that is to receive federal vocational education funds must establish an Advisory Council for Vocational Education. There Councils are to be composed of members of the general public to provide advice on job needs and on the relevancy of Vocational Education programs to meet those needs. Prior to the enactment of the 1976 Vocational Education Amendments, the Local Councils had only been suggested; now, not only have they been required by law, but they have also been given the opportunity to receive operational funds from the State Advisory Councils for Vocational Education. Since CETA had already mandated local Manpower Advisory Councils, the opportunity was created for a cooperative interchange between CETA and local Vocational Education Advisory Councils.

Increased levels of coordination between CETA and Vocational Education programs were deemed essential for many reasons. There have been, however, two reasons that have stood out above the others. First, if the vocational education system is to make effective utilization of the training opportunities and resources offered by CETA, the two must be closely linked. Secondly, if these employment and training systems are to meet the needs of the Country's changing population, all related government agencies must be involved. For example, with the gradual aging of the population there will be an increase in the demand from older students for post-secondary vocational education training. The challenge of providing relevant vocational education to adults at the post-secondary level through CETA programs will be a major factor in that scene. It promises to remain a major factor, and to become even more important in the near future. Therefore, attention to linkages between CETA and post-secondary vocational education programs is even more necessary.

## B. PROJECT INTRODUCTION

The purpose of this project to ascertain the effects of the 1976 Vocational Education Amendments on this required linkage between CETA and post-secondary vocational education. Because this required linkage is to take place at all levels, attempts were made to determine the effects of the Amendments at the national, state, and local levels.

Within the project purpose special interest was focused on the reaction of parties at the three levels to the Supplemental Vocational Education Program, CETA Section 112. The funds for this program have been especially important as they had been the only CETA Title I funds which must go directly to the vocational education policy unit of the individual states. While other Title I money has been passed directly to the prime sponsors of the state through the state CETA unit, the Section 112 monies were to take a more indirect route, Local prime sponsors have been enabled by law to make some financial agreements with local education agencies who then in turn must request the Vocational Education state policy making body for financial reimbursement for having provided the local prime sponsor with services.

The effect of this situation has often been confusing to local program administrators of both CETA and vocational education. A predominant prime sponsor claim has been that, since the prime sponsor has the primary responsibility for the provision of education and training services to the local area, the state vocational education unit must dispense monies from Section 112 to accomplish the aims and objectives of the prime sponsors. Vocational Education Administrators, on the other hand, have tended to insist that the Section 112 monies be channeled to Vocational Education for a more specific purpose; to wit, to subsidize state and local Vocational Education programs. Whereas, prime sponsors have tended to insist upon the provision of services to large numbers of trainees, the vocational education administrators have resisted this in the name of quality education. In some states, as a result, guidelines have been developed by the state vocational education unit prohibiting the use of Section 112 monies for certain types of activities. The activity most often prohibited has been the use of Section 112 funds for training allowances, which CETA representatives have often sought. Thus, careful consideration of the Section 112 linkages should prove to be a useful indicator of coordination between CETA and post-secondary vocational education.

To be able to ascertain the effects that the 1976 Vocational Education Amendments had on the required coordination between CETA and post-secondary vocational education, survey instruments were administered to six different groups: federal, state and local administrators of both CETA and post-secondary Vocational Education programs. These instruments consisted of two waves of national survey data, two waves of more in-depth surveys in three select states, two waves of interview data from the same select sample of three states, and an informal series of federal government interviews. Where two waves were conducted, the first wave focused on the extent of coordination between CETA and vocational education before the enactment of the 1976 Vocational Education Amendments. The second wave of surveys focused upon the conditions which existed approximately one year after the enactment of the Amendments.

For the first wave of national data no field work was required, since a recent (February 1977) National Governor's Conference study provided the necessary information. This report provided base-line data from all fifty states and six territories on the relationship between CETA and Vocational Education before the enactment of the Vocational Education Amendments. It was necessary to use this data as the base for identifying changes resulting from the Amendments. The Governor's Conference data also provided a quality check on, and served as a supplement to, the retrospective data that were gathered in the second wave of the survey. In addition, the National Governor's Conference Report proved to be a primary source for the background information for the selection of the three states for the in-depth study.

Since the National Governor's Conference Report did not focus specifically on the realtionship between CETA and post-secondary education, additional information was used. In particular, a recent study by the American Association of Junior and Community Colleges entitled, "Community College Involvement with Manpower Progrmas (CETA)" provided a wealth of information for the description of linkages between CETA and community colleges prior to the enactment of the Amendments.

A more in-depth analysis of the relationship between CETA and post-secondary Vocational Education was done in three select states. The three states which were chosen were Michigan, New Jersey, and Texas. The states were chosen to provide a mix of geographic regions, economic bases, and population. Furthermore, these states were selected as they were recongized as having unique or innovative practices, policies, and organizational structure in the CETA-Vocational Education relationship.

The first wave of data collection within the three states consisted of mail questionnaires sent out to 100 percent of the CETA prime sponsors and 100 percent to the vocational education directors of the less than four year public institutions of higher education. In addition to this, state level data interviews were conducted with staff members of the State Advisory Councils for Vocational Education (SACVE), the State Manpower Services Councils (SMSC) and from the Department or Agency of Education in each of the three states. Those to be interviewed were selected on the basis of their knowledge and familiarity of CETA-post-secondary vocational education links.

The first wave of the three-state survey concentrated upon CETA-vocational education relationships in the years prior to the implementation of the Vocational Education Amendments of 1976. When supplemented with the findings of the National Governor's Conference Report, and the literature on CETA-post-secondary education linkages, a picture of the relationship between CETA and post-secondary vocational education was obtained. The following are examples of the types of information that were collected; planning practices, funding patterns, client mix, client flows, information sharing, program mix focus of decision making, political environment, and perceptions of system effectiveness and efficiency. In addition to this data, attempts were made to ascertain the attitudes and potential impact of the 1976 Amendments. Information was also gathered on the type and extent of changes, if any, that were being planned in response to the Amendments.

During the summer of 1978, nearly one year after the effective date of the Vocational Education Amendments, a national survey of state CETA and Vocational Education Directors was conducted. This second survey was conducted by the use of mail questionnaires to all of the fifty states, and six territories. Some of the questions in this survey were drawn from the survey conducted by the National Governor's Conference and, thus, provided an update of the 1977 study. More importantly than being a simple update, this survey gave a pre and post picture of the effect that the Vocational Education

Amendments had on the CETA-Vocational Education relationship. Therefore, it was possible to use the information from these two surveys to begin to ascertain the impact of the 1976 Amendments.

Early in the winter of 1979, the three-state in-depth analysis was repeated. Mail questionnaires were again distributed to all CETA prime sponsors and local post-secondary vocational education directors within the three states. Furthermore, select members and staff of the State Vocational Education Advisory Councils, the State Manpower Services Councils and each state's Department or Agency of Education were again interviewed. The information that was gathered with these surveys and interviews was similar in nature to that gathered in the first wave, except that the questions now referred to the experience in the first year after the 1976 Vocational Education Amendments had become effective. From these two waves of interviews and questionnaires, it should be possible to describe the effect, if any, of the 1976 Amendments upon the process of Vocational Education and CETA service delivery within the three states. While it has not been possible within this study to measure direct changes in the quality of the services provided, it has been possible to observe changes in the perceptions of system efficiency and effectiveness held by state officials.

In recognition of the fact that local and state level CETA and Vocational Education officials have not been the only major governmental actors in the system, careful consideration was also given to the role and views of the appropriate federal government officials. In order to obtain this information additional interviews were required. Personal interviews were conducted during the summer of 1978 with officials from the CETA Coordination Units of the United States Office of Education and with officials from the Vocational Education Coordination Unit of the United States Department of Labor.

One of the purposes of these interviews was to explore the role that national policy plays in sharing CETA-Vocational Education relationships.

When utilizing the results of the study, two major caveats should be kept in mind. One limitation of the study is that it does not, actually, analyze the impact of legislative changes on clients. Rather the study looks only at the perceptions of federal, state and local administrators, about the level of coordination that exists. Although pains have been taken to insure that the measured perceptions are real and have the potential for significant client impact, the direct linkage to client impact is not assured.

The second caveat in interpreting the results of this study is that no attempt was made to precisely define "coordination." The definition is inherent in the questionnaires used and the responses received. The study is a mixture of descriptive and prescriptive research with some limited statistical analysis to support results.

Thirdly, precisely measuring the pre-post change in collaboration resulting from the 1976 Amendments is clouded by other events taking place during the same period. Most important among them was the passage of the Youth Employment and Demonstration Projects Act, which also contains provisions promoting CETA-Vocational Education coordination. One provision of that Act requires a 22 percent set aside of funds to be used only with joint prime sponsor--school district planning.

## C. REPORT STRUCTURE

The remaining five chapters of this report present the results obtained from the study of these various surveys. Chapter II contains the findings of the questionnaires that were administered to the State Vocational Education

Directors, the Executive Directors of the State Manpower Services Councils, and the Executive Directors of the State Advisory Councils for vocational education in each of the fifty states and six territories. Chapter III of this report presents the outcomes of the interviews that were conducted with officials from the CETA Coordination Units of the United States Office of Education and from the United States Department of Labor.

Chapters IV and V contain the results of the studies conducted in Michigan, New Jersey, and Texas. Chapter IV presents the analysis of the two waves of local level questionnaires administered to prime sponsors and to vocational education directors of less than four year public institutions of higher education. The contents of Chapter V was based on the in-depth interviews conducted with representatives from the State Advisory Councils for Vocational Education, the State Manpower Services Councils and with each state's Department or Agency of Education.

The final chapter of the report presents a summary of the effects that the 1976 Vocational Education Amendments have had on the required coordination between CETA and Vocational Education. At the same time the effects of concurrent pieces of legislation are also briefly covered. Recommendations are also made as how to continue to increase the coordination between the two parties.

Please note that throughout the report, except where otherwise stated, the title members used to reference the CETA Act refer to those in existence prior to the 1978 changes. This was necessary to avoid confusion since much of the study was conducted before those changes.

# CHAPTER TWO

# NATIONAL SURVEY QUESTIONNAIRE RESULTS

## A. INTRODUCTION

This chapter discusses the results of the nationally administered questionnaires. The questionnaires were designed to assess the level of coordination between human resource development programs sponsored under the Comprehensive Employment and Training Act (CETA) and those sponsored by state and local vocational education programs. The questionnaires were developed and distributed in the summer of 1978. They were distributed in each of the 50 states and in six territories* to three groups: 1) state vocational education directors, 2) executive directors of State Manpower Services Councils (SMSCs) and 3)executive directors of State Advisory Councils for Vocational Education (SACVEs).

Table 1 gives individual and total response rates for the three groups:

Table 1

Questionnaire Response Rates of State Vocational Education Directors, Executive Directors of SMSCs and Executive Directors of SACVEs

| | Total Questionnaires Sent | Questionnaires Received | Questionnaires Not Received | Response Rate |
|---|---|---|---|---|
| state Vocational Education Directors | 56 | 48 | 8 | 85.7% |
| Directors of SMSCs | 56 | 39 | 17 | 69.6% |
| Directors of SACVEs | 56 | 52 | 4 | 92.9% |
| TOTAL | 168 | 139 | 29 | 82.7% |

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*References to "states" in Chapter Two include the 50 states and the six territories.

The analysis of these questionnaires was conducted on a CDC 6,000 series computer using version 7.0 of the Statistical Package for Social Sciences as developed by the Michigan State University Computer Center. All statistics were analyzed at the .95 confidence interval. Furthermore, descriptive statistics such as the mean, range, standard deviation, skewness and kirtosis are available on both frequencies data (discipate or catergorical variable such as multiple choice responses) and nondescriptive data (continuous data such as dollar amounts). These data were both utilized at interval levels of government. Frequencies data also include measures of the mean and median. Unless otherwise indicated, percentages include only actual responses to questions and do not include "missing values". Thus, the data may be analyzed for a variety of measures of distribution. It is important to note, however, that data such as these questionnaires are extremely "soft" and overemphasis on statistical measures such as those mentioned above could be misleading. Thus, while such measures are available, this discussion will confine itself to the most basic levels of analysis in an attempt to accurately describe the status of coordination without extending the analysis beyond the capabilities of survey questionnaire data.

This chapter is divided into five parts. The results of the State Vocational Education Director questionnaires are contained in part B. Part C describes the results from the directors of the State Manpower Services Councils for Vocational Education are contained in part D. Part E attempts to draw comparisons of the results of these questionnaires with data obtained from other components of the project.

## B. QUESTIONNAIRE RESULTS FROM THE STATE VOCATIONAL EDUCATION DIRECTORS

These results describe the process of CETA and vocational education coordination from the perspective of the institutional agencies delivering vocational education services. In the most general sense, the attitude toward coordination of those vocational education directors responding could be characterized as "guardedly optimistic". That is, this group of officials had been generally satisfied with the evolving relationship with CETA officials and programs. A more detailed analysis of the major findings of this questionnaire will offer insight into both the problems and the positive factors in CETA and vocational education coordination.

When vocational education directors were asked background information on their agencies, the size of the staff involved in the planning of vocational education was found to vary markedly between states. The smallest staff had ten members while the largest had well over 300. In spite of this wide variance, over 70 percent of the states had a staff which ranged from 60 to 125, with a median staff size of approximately 83 people.

The frequency of meetings between the staff of the state vocational education agencies and local employment and training officials is especially important as it is through the meeting process that local input is obtained for plan development. Thus, the frequency of meetings held by state vocational education staff to obtain local input was also examined in the questionnaire. According to the responses, summarized in Table 2, public meetings were most frequently held on a semi-annual basis.

## Table 2

### Frequency of Local Public Meetings Held by State Vocational Education Agencies

| | |
|---|---|
| Monthly Meetings | 8.1% |
| Quarterly Meetings | 21.3% |
| Semi-Annual Meetings | 49.6% |
| Other | 21.0% |

One of the more interesting findings dealt with the similarity of geographic boundaries between local vocational education programs and local CETA prime sponsors. The results were particularly interesting because of the speculation by those involved in CETA and vocational education programs that dissimilar geographic boundaries constituted a significant impediment to effective coordinative linkages. The two sets of boundaries were indeed dissimilar in 93 percent of the states which responded. Perhaps the comments of the Vocational Education Director for Arkansas best summarizes the difficulty: "Arkansas has 382 school districts and three prime sponsors. This tells the whole story." Indeed, even with sub-districts within the Balance of State areas there was a substantial lack of overlap between school districts and prime sponsors.

The most common method of coordination between the state vocational education agencies and the State Advisory Councils for Vocational Education (SACVE's) had been through individual contacts. Table 3 shows the degree to which various methods of coordination had been utilized by state vocational education agencies.

## Table 3

### Methods Used for Coordination of Activities Between State Vocational Education Agencies and SACVE's

| | |
|---|---|
| Inter-agency Agreements | 73% |
| Formal Meetings | 59% |
| Phone Calls | 66% |
| Informal Meetings | 68% |
| Individual Contacts | 89% |

(Note that the Vocational Education Directors were asked to check all responses which were applicable, which explains why the sum is greater than 100 percent.)

In order to have a high level of successful coordination between CETA and vocational education, it is essential that state vocational education agencies have a positive relationship with their respective SACVEs. The perceptions of most of the directors responding indicated that this was the case. It is important to note that none of the vocational education directors perceived their relationship as being very negative, and only two percent saw their relationship as being somewhat negative. These perceptions are shown in Table 4.

## Table 4

### State Vocational Education Directors' Characterization of Relationship Between Vocational Education Agencies and SACVEs

| | |
|---|---|
| Very Negative | 0% |
| Somewhat Negative | 2% |
| Neutral | 19% |
| Somewhat Positive | 28% |
| Positive | 51% |

Section 112 funds were overwhelmingly utilized for instructional costs. Table 5 illustrates the approximate percentage of funds utilized for various services.

Table 5

Category of Spending for CETA Section 112 Funds

| | |
|---|---|
| Administration | 7% |
| Instructional Costs | 88% |
| Stipends | 1% |
| Enrollee Supportive Services | 4% |

The Section 112 programs were more likely to be conducted on an individual referral basis (58 percent) than as a class size program (42 percent). Furthermore, the Section 112 participant was most likely to be enrolled in community or junior colleges or in area vocational-technical schools. Table 6 shows these figures.

Table 6

Percentage of Section 112 Enrollees in Various Types of Institutions

| | |
|---|---|
| Community Colleges | 27% |
| Area Vocational Technical Schools | 26% |
| Skill Centers | 16% |
| Other Public Educational Institutions | 9% |
| Proprietary Schools | 13% |
| Other Institutions | 9% |

It was found that the majority of participants in the Section 112 Program were unemployed at entry. If one added to the number of participants who were unemployed the number of participants who were not in the labor force or who were underemployed, one would find that only one percent of the participants in the program were fully employed at entry. Table 7 shows the employement status of these participants.

Table 7

Employment Status of Individuals Enrolled in Section 112 Programs

| | |
|---|---|
| Employed | 1% |
| Unemployed | 82% |
| Underemployed | 11% |
| Not in Labor Force | 6% |

A variety of restrictions had been placed on Section 112 programs at the state level. Although no clear pattern was found to exist, two restrictions were relatively common. The most common restriction was that enrollees in the Section 112 program must be eligible for CETA Title I before being permitted to participate, This restriction held in 94 percent of the respondent states. It was generally imposed by prime sponsors (79 percent of the time) although in some cases it was imposed by vocational education agencies or by the governor. Another common restriction (81 percent) was that training must be limited to a specific time period. Many states responding (66 percent) also barred the use of Section 112 funds for stipends of allowances.

Most states (71 percent) were successful in signing all of the nonfinancial agreements mandated under CETA Section 112 before the start of the Fiscal Year to be covered. In those cases where all agreements were not signed, it was usually due to difficulties in the processing of applications or to late announcements about the funding process.

In examining CETA funding of vocational education programs outside Section 112, a lack of financial data existed at the state level. Less than half of the states responding were able to estimate the percentage of Title I funds, that were not Section 112 funds, which had been utilized for instructional costs for vocational education. Those states which did respond, exhibited a tremendous variance in the amount that they spent for vocational education. The expenditures ranged from a low of $61,000 to well over $7 million. The type of educational institutions utilized by enrollees in programs under CETA Title I were in proportions similar to those utilized by Section 112 enrollees. Furthermore, the states were also unsure of the percent of the new CETA Title III funds (the Youth Employment Demonstration Project Amendments) which would be utilized for vocational education programs. In those states which did have this knowledge, it was found that the expenditures ranged from $36,000 to over $6 million.

Vocational education directors were asked to assess the relationship between the State Manpower Services Councils (SMSCs) and vocational education both before and after the enactment of the 1976 Vocational Education Amendments. The results are shown in Table 8.

## Table 8

### Voc Ed Directors' Characterization of Relationship Between Voc Ed Agencies and SMSCs Before and After 1976 Voc Ed Amendments

| Before the 1976 VEAs | | After the 1976 VEAs | |
|---|---|---|---|
| Very negative | 13% | Very negative | 3% |
| Somewhat negative | 24% | Somewhat negative | 14% |
| Neutral | 21% | Neutral | 20% |
| Somewhat positive | 23% | Somewhat positive | 38% |
| Very positive | 19% | Very positive | 25% |

The questionnaire also asked the opinion of the directors in regard to the ability of the 1976 Vocational Education Amendments to promote coordination between CETA and vocation education administrators at both the state and local levels. Table 9 presents the response to this question. It appears that state vocational educators believed that the 1976 Vocational Education Amendments were able to promote coordination at the state level and possible at the local level.

## Table 9

### Voc Ed Directors' Characterization of Ability of 1976 Voc Ed Amendments to Promote Coordination at State and Local Levels

| At the State Level | | At the Local Level | |
|---|---|---|---|
| Very negative | 0% | Very negative | 3% |
| Somewhat negative | 6% | Somewhat negative | 12% |
| Neutral | 34% | Neutral | 41% |
| Somewhat positive | 35% | Somewhat positive | 23% |
| Positive | 25% | Positive | 21% |

Finally, the directors were asked to characterize the overall strength of coordination between vocational educators and CETA administrators in their respective states, Table 10 shows the responses to this question.

Table 10

Voc Ed Directors' Characterization of Overall Strength of Coordination Between Voc Educators and CETA Administrators

| | |
|---|---|
| Very Negative | 0% |
| Somewhat Negative | 12% |
| Neutral | 29% |
| Somewhat Positive | 39% |
| Positive | 20% |

In summary, the results of the vocational education director questionnaire show a generally optimistic view of coordination. Although 59 percent of state directors were positive about local CETA-vocational education coordination, 41 percent were indifferent or negative in their responses.

## C. QUESTIONNAIRE RESULTS FROM THE EXECUTIVE DIRECTORS OF THE STATE MANPOWER SERVICES COUNCILS

The results of the State Manpower Services Council (SMSC) questionnaire reflect, in large part, the same type of 'guarded optimism" found in the vocational education directors' questionnaire. In general, the responses of the SMSC executive directors supported the attitudes conveyed by the vocational education directors.

It was found that each of the respondent states had designated staff support for its SMSC. The staff size ranged from three to 39 members, with the average being about 18.

The SMSCs were most likely to meet on a monthly basis, with quarterly meetings being a strong second choice. See Table 11.

Table 11

Frequency of SMSC Meetings

| | |
|---|---|
| Monthly | 40% |
| Quarterly | 33% |
| Semi-Annually | 18% |
| Other | 3% |

The SMSCs were most likely to review and comment on prime sponsor plans (97 percent), and to monitor such plans and offer technical assistance to prime sponsors (89 percent). The SMSCs were least likely to monitor state agency plans (41 percent) and to review and comment on such plans (52 percent).

Virtually all of the SMSCs received comments from state agencies on their Annual Reports to the Governor (97 percent). The number of agencies commenting on the report varied widely from state to state, from one agency to 16 agencies, with an average of seven commenting.

The SMSCs used approximately the same methods for coordination as did the state vocational education agencies, with the exception that a much greater emphasis was placed on formal meetings as a means to exchange information (71 percent). In particular, the SMSCs used generally the same method to coordinate with the SACVEs as did the state vocational education agencies, but the Councils met formally to a significantly greater extent

(78 percent). Coordination between the SMSCs and the SACVEs in assessing employment and training needs showed increases after the passage of the 1976 Vocational Education Amendments similiar to those between the state vocational education agencies and the SMSCs. Thus, the period after the implementation of the Amendments had been seen as a period of increased coordination. Table 12 shows this relationship between the SMSCs and the SACVEs.

The results of the questionnaire concerning the relationship of the SMSCs to the Supplemental Vocational Education Program were found to be very similar to those obtained from the state vocational education directors. In 81 percent of the responding states, the SMSCs utilized a proportional distribution of funds, based on the Title I allocations to CETA prime sponsors. This distribution held true for the Balance of State areas which had been divided into regions and were funded on generally the same basis as prime sponsors.

Table 12

SMSC Executive Directors' Characterization of Relationship Between SMSCs and SACVEs in Assessing Employment and Training Needs

| Before the Passage of the 1976 Vocational Education Amendments | | After the Passage of the 1976 Vocational Education Amendments | |
|---|---|---|---|
| Very Negative | 11% | Very Negative | 2% |
| Somewhat Negative | 26% | Somewhat Negative | 13% |
| Neutral | 43% | Neutral | 29% |
| Somewhat Positive | 13% | Somewhat Positive | 39% |
| Positive | 7% | Positive | 17% |

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The amount of SMSC funds for Supplemental Vocational Education programs was also found to be very similar to that disclosed by the state vocational education directors. Estimates of the expenditure per program participant were slightly higher, with an average cost of about $878. It should be noted that the differences in average costs between the SMSC executive director and the state vocational education director questionnaires were significantly smaller than the differences between various states for either questionnaire. Similarly, the executive directors' responses to how the funds were to be spent were virtually the same as the state vocational education directors'. Again, the vast majority of funds (91 percent) was utilized for instructional costs. In the same light, the percentages for enrollees in class size and individual referral, and for the types of institutions attended, were almost the same as the responses given by the state vocational education directors. Similarly, the responses of SMSC administrators to the employement status of Section 112 enrollees, the limitations on expenditures of funds, the status of non-financial agreements, and to the expenditure of CETA funds in other sections of Title I and Title III Youth Amendments were quite similar to the responses of the state vocational directors. These results are in contrast to another component of this project (Chapter four) in which a number of responses among prime sponsors and vocational education agencies at the local level indicated very different reactions to the same questions.

SMSC executive directors were also asked their perceptions of the relationship between the vocational education agencies and the SMSCs before and after the 1976 Vocational Education Amendments. From the data presented in Table 13 it appears that the Amendments had effected a shift toward the positive with regard to the relationship between the SMSCs and the state vocational education agencies.

Table 13

SMSC Ex Directors' Characterization of Relationship
Between SMSCs and State Voc Ed Agencies
Before and After 1976 Voc Ed Amendments

| | Before the Passage of the 1976 Vocational Education Amendments | After the Passage of the 1976 Vocational Education Amendments |
|---|---|---|
| Very Negative | 9% | 0% |
| Somewhat Negative | 23% | 26% |
| Neutral | 31% | 18% |
| Somewhat Positive | 24% | 33% |
| Very Positive | 13% | 23% |

The executive directors were asked to characterize the level of SMSC coordination with a number of different agencies. Table 14 contains the responses to this question.

Table 14

SMSC Ex Directors' Characterization of Level of
Coordination Between SMSCs and Various Agencies and Councils

| | Poor | Fair | Good | Very Good | Excellent |
|---|---|---|---|---|---|
| State Dept. of Education | 7% | 23% | 21% | 39% | 10% |
| State Advisory Council for Voc. Ed. | 3% | 18% | 33% | 28% | 18% |
| Local Vocational Educators | 14% | 21% | 46% | 10% | 9% |
| Business and Industry | 12% | 16% | 12% | 32% | 28% |
| Community Based Organizations | 9% | 14% | 38% | 19% | 20% |
| State Social Service Agencies | 11% | 33% | 23% | 23% | 10% |
| State Employment Services | 8% | 16% | 19% | 33% | 24% |

In summary, the SMSC executive director questionnaire generally relates a view of reasonable good coordination which supports the responses obtained from the vocational education directors. This coordination appears to have improved after the implementation of the 1976 Vocational Education Amendments. As in the state vocational education directors' questionnaire, however, there were some questions in which no clear positive result was obtained.

## D. QUESTIONNAIRE RESULTS FROM THE EXECUTIVE DIRECTORS OF THE STATE ADVISORY COUNCILS FOR VOCATIONAL EDUCATION

The results of the questionnaires administered to the executive directors of the State Advisory Councils for Vocational Education (SACVEs) were also found to be in general concurrence with those of the other two questionnaires previously discussed. These results were especially valuable because of the exceedingly high response rate (93 percent).

For the states responding, the size of SACVE staffs ranged from one to nine members, with an average of about 5. Like the SMSCs, the SACVEs usually met on a monthly basis (54 percent). In addition, they also held meetings to obtain public input, with semi-annual meetings being the most common type (63 percent).

While a majority of SACVE executive directors were unclear about how geographic boundaries of input were designated, they indicated that input came from within local vocational education boundaries, and from CETA prime sponsors having different geographic boundaries (68 percent).

In general, the SACVEs received and solicited cross-commentaries from the SMSCs (83 percent) and from prime sponsors (61 percent). Only some of the SACVEs (27 percent) held joint meetings with the SMSCs.

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The relationship between the SACVEs and the SMSCs generally was viewed as quite good, Table 15 shows the perceptions of SACVE executive directors of this relationship. Table 16 shows the SACVE executive directors' characterization.

Table 15

SACVE Ex Directors' Characterization
Relationship Between SMSCs and SACVEs

| | |
|---|---|
| Very Negative | 0% |
| Somewhat Negative | 3% |
| Neutral | 27% |
| Somewhat Positive | 39% |
| Positive | 31% |

Table 16

SACVE Ex Directors' Characterization of
Relationship Between SACVEs and Voc Ed Agencies

| | |
|---|---|
| Very Negative | 3% |
| Somewhat Negative | 17% |
| Neutral | 33% |
| Somewhat Positive | 27% |
| Positive | 20% |

While only 24 percent of the SACVEs and the SMSCs had been involved in the identification of employment and training needs prior to the 1976 Amendments, 86 percent had made plans to become involved in such activities after their passage.

It was also found that 71 percent of the SACVEs had a representative on the State Occupational Information Coordinating Committee (SOICC).

The SACVE executive directors generally felt that the Vocational Education Amendments had been able to improve the level of coordination at the state level and, to a minimal degree, at the local level. Table 17 shows the perceived increase in coordination due to the Amendments.

Table 17

SACVE Ex Directors' Characterization of Increased
Coordination at State and Local Levels
Resulting From 1976 Voc Ed Amendments

| | State Level | Local Level |
|---|---|---|
| Very Negative | 8% | 13% |
| Somewhat Negative | 13% | 18% |
| Neutral | 28% | 37% |
| Somewhat Positive | 33% | 22% |
| Positive | 18% | 10% |

The SACVE executive directors also characterized the level of coordination between vocational educators and CETA administrators as being quite good, Table 18 shows their perceptions.

Table 18

SACVE Ex Directors' Characterization of Overall Strength of Coordination Between CETA Administrators and Voc Educators

| | |
|---|---|
| Very Negative | 9% |
| Somewhat Negative | 14% |
| Neutral | 27% |
| Somewhat Positive | 29% |
| Positive | 21% |

In general, the SACVE executive director questionnaire related the same overall responses as did the other two questionnaires. The results corresponded to those of the other questionnaires with regard to the activities in coordinated programs, the types of institutions utilized, and the methods of coordination. Perceptions of coordination were essentially positive, however, some respondents expressed indifference or somewhat negative attitudes.

## E. SUMMARY

The responses to similar questions in each of the three questionnaires showed a substantial degree of agreement. Furthermore, the questionnaires were in general concurrence with the responses obtained from the local level questionnaires administered as another component of the project (Chapter Four). The information regarding types of institutions utilized, methods of coordination, and types of activities funded under coordinated programs in the state and local level surveys were within three percent of each other. This confirms that much of the data obtained through this survey was indeed accurate. In fact, were often significantly less than differences between like agencies in different states. Thus, the questionnaire results support those obtained in other surveys conducted in this project.

The questionnaires indicate an affirmative state of coordination at the state level. It appears that the 1976 Vocational Education Amendments had some positive impact on coordinative linkages since responses indicated that the level of coordination had increased since implementation. Furthermore, the responses showed an increase in the variety of activities utilized since the implementation of the Amendments.

The problem areas in coordination were not clearly indicated from these questionnaires. The directors responding discussed a definite pattern. Thus, while CETA-Vocational Education coordination may appear to be reasonably successful, the barriers to achieving more effective coordination are not at all clear or simple.

The responses indicated a markedly lesser impact of the amendments on coordination at the local level and also presented the perception of an actual lower level of coordination at the local level. Apparently the 1976 Vocational Education Amendments had greater impact on state level coordination than on prime sponsor--school district coordination.

# CHAPTER THREE

# FEDERAL LEVEL COORDINATION

## A. INTRODUCTION

In staff review and planning for this proposal, it became apparent that informal opinions of federal departmental staff were necessary to complete the picture of CETA-vocational education linkage. Though a great majority of the specific programmatic activities involving CETA and vocational education are far removed from the national level, influence of the U. S. Department of Labor and the U. S. Office of Education is an important factor in the success of these programs. Successful coordination at the federal level is essential if successful coordination is to take place at the state or local levels.

As indicated, the survey at the federal level was informal--a structured interview instrument was not used and no statistical data was accumulated. Interviews were conducted with staff members from the Department of Labor, Office of Education and the Congress. This chapter then is the research staff interpretation of informal interviews and literature research and does not pretend to represent disciplined survey research. It reflects the attitudes and perceptions of certain staffers at a specific time--summer of 1978. Yet it does represent an important part of the total environment for CETA-vocational education coordination.

There have been several factors that have functioned as programmatic deterrents at both the federal and local levels. The first and most obvious of these problems was the initial elimination of a vocational education linkage or a significant policy role of the U. S. Office of Education in the legislative enactment of CETA--it was a Department of Labor bill. Under the predecessor of CETA, the Manpower Development and Training Act, all of the connections between manpower programs and vocational education programs were clearly delineated. The roles of each party were specified, but apparently it was judged that the overall results of the experience under MDT were not impressive. As a result, when CETA was developed, the role of vocational education was conspicuous by its absence. Whether this occurred as a result of a weakening of the education forces or a strengthening by labor is conjecture, but the consequence was virtually no coordination with vocational education, except through the Supplemental Vocational Education Program of CETA Section 112. However, since the initial enactment of CETA, Congress has mandated increased coordination efforts at the state and local levels. These mandates for coordination were not extended to the federal level. Thus, any coordination had to be voluntary, and since the Department of Labor controlled the CETA appropriations, there was little impetus to coordinate with the Office of Education.

The research team decided that the extent of federal coordination could be examined in three ways:

1. The extent of funding allocations for research and development in the area of CETA-vocational education interrelationship.
2. The attitude toward coordination as expressed by staff members.
3. The extent of joint activities by federal DOL and USOE personnel.

## B. RESEARCH AND DEVELOPMENT

Research projects funded by the Department of Labor to specifically address the coordination of CETA and vocational education have been limited. Several studies have been conducted analyzing various aspects of coordination within specific programs utilizing the resources and expertise of both employment and training agencies. The Office of Education has been even less aggressive in initiating CETA-vocational education coordination research in this area. However, two Office of Education specified and funded research and development projects on CETA-Vocational Education and CETA-Career Education coordination are currently in process. In addition, Congress mandated and the National Institute of Education is conducting a comprehensive study of vocational education, including the relationship of CETA-Vocational Education programs. This project is currently under design development, but the study of the CETA-vocational education relationship is somewhat incidental to the total project. The specific charge put forth in the Vocational Education Amendments of 1976 to the National Institute of Education (Section 523 b) called for "a thorough evaluation and study of vocational education programs, including such programs conducted by the states, and such programs conducted under the Vocational Education Act of 1963, and other related programs conducted under the Comprehensive Employment and Training Act of 1973, and by the State Post-Secondary Commissions authorized by the Education Amendments of 1972."

The Department of Labor has initiated research in various aspects of employment and training since the enactment of CETA. These include both studies analyzing various aspects of coordination and specific programs and techniques utilizing the resources and expertise of both employment and training agencies and educational institutions. Similar appropriations have been made by the Office of Education. Added together, these various projects and studies do provide a knowledge base available to state and local entities planning and participating in programs linking CETA and education. These research endeavors, coupled with the efforts of highly influential, federally based interest groups, support the hypothesis that there is indeed concern at the federal level for successful coordination at all levels of government.

As previously indicated, a substantial research endeavor has been undertaken under the auspices of the Office of Education to study effective mechanisms for facilitating coordination of vocational education and career education programs with the Youth Employment and Demonstration Projects Act of 1977. These studies, together with present research being conducted by the National Institute of Education, represent the first major funded studies in the area of coordination.

In summary, it would have to be concluded that research and development activities have lagged behind legislative enactment andlocal implementation. Increased effort is necessary to encourage and support coordination and linkages at the local and state levels.

## C. FEDERAL ATTITUDES AND OPINIONS ON COORDINATION

As part of this project, structured interviews were carried on during the summer of 1978 with individuals involvedwith CETA and vocational education in the Office of Education and in the Employment and Training Administration of the Department of Labor and with Congressional staff members. The interviews were designed to solicit perceptions relative to: 1) inter-agency coordination; 2) ongoing activities in policy planning and programming needs at all governmental levels; 3) the effect of CETA Title I five percent allocations on local level coordination; and 4) the necessity for future local, state, and federal coordination activities and incentives for coordination.

The perceptions expressed relative to inter-agency coordination could best be described as strained. Office of Education staffers generally felt education had been left out of the CETA program and that the Labor Department was ignoring them in its administration of the program (for example: guidelines for the granting of school academic credit for CETA work experience ere drawn up without input from the Office of Education). On the other hand, the Department of Labor staffers seemed to have a certain disdain for the Office of Education and the formal education system because they felt that education had failed to serve the young people to whom CETA was directed--in a sense they say CETA as a response to education's failure. There was a feeling that certain processes inherent in the educational system cause it to respond to stimuli much more slowly than the CETA system, leading to problems in meshing the two systems. In addition, little confidence was expressed by either Labor or Education staffers that the education system should or would change to coordinate more successfully with the CETA emphasis.

There was an obvious lack of coordinative planning at the top levels of the Labor and Education departments, and no indication of top-level policy to forestall the lower level animosity that was evident. The Office of Education seemed to be understaffed in this area, and Department of Labor staffers didn't know who the Office of Education staffers were.

In the area of the five percent vocational education allotment, there appeared to be a general consensus that these funds have not been a significant inducement for local level coordination. Federal level administrators expressed the opinion that coordination at the local level is often nothing more than a "rubber stamp" situation. They felt that councils often accepted plans without reviewing or commenting on them.

The Congressional staff interviewed indicated that the Congress was aware of the seeming lack of coordination and had been hearing from educators in the field. They emphasized that legislative mandates for local coordination had been effected and indicated that Congress would pass further legislation requiring more coordination at the local and state level. They felt that the legislative mandates had and would continue to prompt increasing coordination at the federal level.

Personnel working closely with prime sponsors expressed the desire to see the Section 112 funds going directly to the prime sponsors, with vocational education coming to the prime sponsors to reach an agreement. Those working closely with education expressed the feeling that the idea of local level responsibility is theoretically sound, but that allocations would be too politically influenced at that level to be proportioned correctly, and they would like to see a greater chunk of training funds going directly to vocational education at the state level.

It was generally felt at the federal level that local coordination has changed little since the enactment of the Vocational Education Amendments. It was the general opinion that in areas in which successful coordination had been carried out in the past, local agencies have accepted the mandates without great difficulty and have benefited from them. However, areas experiencing difficulty in coordination had rejected the mandates and denied themselves the experience of working cooperatively. Stronger mandates for coordination, and increased support from both education and labor at the federal level were seen as necessary factors for enhancing coordination and linkage between prime sponsors and education at the local level.

In summary, there appeared to be a growing concern at the federal level with regard to linkages between employment and training programs and vocational education institutions and agencies. But we would emphasize that interviews were informally conducted with a selected sample offederal administrators. It was time specific--summer of 1978--and no inferences are drawn as to current conditions. Yet, the research team feels they have accurately and cautiously reflected attitudes and opinions expressed at the time and that these attitudes and opinions are important to a full understanding of

CETA-vocational education linkages.

## D. FEDERAL LEVEL PERSONNEL ACTIVITIES

Under the section on Federal Attitudes and Opinions on Coordination, we indicated a lack of inter-staff planning and support between the Office of Education and the Department of Labor. At the time of the federal interviews, it was indicated that the Secretary of HEW and the Secretary of Labor had met regarding CETA-vocational education coordination. It was anticipated that second and third level staff personnel would be meeting, but no formally structured meetings at this level had taken place. It was the research team's opinion that the Department of Labor (and with legislative justification) saw the CETA program as theirs and had guarded feelings about inviting Office of Education participation. Office of Education personnel felt that the CETA program had large and important educatinal components with no policy or management input from education specialists. It could be assumed that these attitudes had some impact down through the federal, state and local levels, but our research would not document such influence.

We previously referred to the NIE mandated comprehensive study of vocational education and the inclusion of the study of CETA-vocational education relationships in that mandate. As part of this research, NIE has organized a study group focusing on the research and problems associated with CETA-vocational education. Included in this study group are highly respected individuals from the Department of Labor, Office of Education and federally based interest groups possessing expertise in the area of CETA-education coordination. The activities of this group center on the identification of ongoing research in coordination. The success of the group rests on its ability to articulate perceived research needs and to expedite the exchange of information compiled by the division of employment and training and by educational institutions engaged in the study of coordination and linkage activities. Consequently, one major success of NIE has been the provision of a vehicle, i.e., a study group, that has brought together the "coordinators of coordination."

The Department of Labor also has a mandate to review and evaluate CETA-vocational education coordination and to prepare a report by January of 1980. Even more recently, there is discussion of inter-agency agreements between DOL and OE to extend and broaden current initiatives.

In summary, spontaneous recognition and attention to CETA-vocational education linkage opportunities did not occur within the federal bureaucracy, but the intentions and actions of Congress have prompted a visible increase in voluntary and coordinated efforts at the federal level. Hopefully, this action will be interpreted downward through state and local levels. Cooperative development efforts toward CETA-vocational education linkages were slow in starting at the federal level but seem to be steadily increasing. However, there is still much to be done to encourage state and local level coordination and linkage.

It is important that initial efforts toward coordination be put into organizational and financial perspective. At the time of the interviews, there were only two professionals within OE responsible for CETA coordination. The situation within the Bureau of Training of DOL was even more dramatic. The professional staff size as related to the volume of programs and size of appropriations to be managed was very small. CETA legislation was massive, and the organization and support to prime sponsors certainly was a demanding and priority concern of DOL. Much had to be done, and the quickest way to do it was to get at it without a lot of inter-agency meetings and resulting delay. CETA-vocational education linkages no doubt took a back seat to getting the job done. There is a saying to the effect that when you're up to your hips in alligators, it's difficult to think about draining the swamp. Yes, coordination at the federal level was delayed, and inter-agency, inter-personnel credibility was lacking, but probably the largest federal program involving youth training ever enacted was off and running. Now there is more time to emphasize coordination and linkage for increased effectiveness.

# CHAPTER FOUR

# LOCAL LEVEL QUESTIONNAIRE RESULTS

## A. INTRODUCTION

This chapter contains the results of two waves of questionnaires designed to measure the effect of the 1976 Vocational Education Amendments on coordination between CETA and vocational education programs at the local level. Mail questionnaires were distributed to 100 percent of the CETA prime sponsors and 100 percent of the vocational education directors of the less than four year public institutions of higher education (i.e. community colleges) in Michigan, New Jersey and Texas. The first wave questionnaire, distributed in October of 1977, attempted to ascertain the level of coordination before the Vocational Education Amendments became fully operational. The second wave, distributed thirteen months later in November of 1978, provided a view of the effectiveness of the Amendments in implementing increased coordination.

As can be seen in Table 19, the response rate for the first wave of questionnaires was much higher than for the second wave. This high response rate can be largely attributed to the follow-up questionnaires sent out to increase the response rate. Unfortunately, such methods were not as successful with the second wave of questionnaires. The poorer response rate could be attributed to the plethora of survey instruments that had been sent to CETA prime sponsors and local vocational education directors. These administrators expressed the opinion that they were tired of the constant barrage of questionnaires that had been increasingly sent their way.

The results in this chapter are presented in four sections. Part B details the prime sponsor responses from the three states surveyed. Similarly, part C details the responses from the local vocational education

### Table 19

### Local Level Questionnaire Response Rate by State and Year

| | Questionnaires Sent | | Questionnaires Received | | Questionnaires Not Received | | Response Rate | |
|---|---|---|---|---|---|---|---|---|
| | 1977 | 1978 | 1977 | 1978 | 1977 | 1978 | 1977 | 1978 |
| **MICHIGAN** | | | | | | | | |
| Vocational Education Directors | 30 | 30 | 25 | 19 | 5 | 11 | 83.3% | 63.3% |
| Prime Sponsors | 34 | 34 | 25 | 23 | 9 | 11 | 73.5% | 67.8% |
| **NEW JERSEY** | | | | | | | | |
| Vocational Education Directors | 55 | 55 | 39 | 16 | 16 | 34 | 70.9% | 29.1% |
| Prime Sponsors | 23 | 23 | 13 | 4 | 10 | 14 | 56.5% | 39.1% |
| **TEXAS** | | | | | | | | |
| Vocational Education Directors | 55 | 55 | 37 | 29 | 18 | 26 | 62.7% | 52.7% |
| Prime Sponsors | 25 | 25 | 14 | 12 | 11 | 13 | 56 % | 48 % |
| **TOTALS** | | | | | | | | |
| Vocational Education Directors | 140 | 140 | 105* | 64 | 35 | 76 | 75 % | 45.7% |
| Prime Sponsors | 82 | 82 | 52 | 44 | 30 | 38 | 63.4% | 53.6% |

*This included four questionnaires filled out with no address which are thus only included in totals. It should be noted here that actual data tabulations were based on seven less questionnaires for the vocational education directors' questionnaire, since seven questionnaires received from New Jersey were deemed "not applicable" because they pertained to secondary school relationships with CETA. Thus, the response rate for questionnaires utilized was 67.6 percent.

directors. Part D outlines some of the unusual differences that were found between the three states. Part E develops some overall conclusions based on the obtained results.

## B. PRIME SPONSOR QUESTIONNAIRE RESULTS

The prime sponsor questionnaire was divided into six areas: 1) composition of the local manpower planning council and organization of the prime sponsor, 2) post-secondary institutions receiving CETA Title I monies, 3) types of vocational education activities funded under the Supplemental Vocational Education Program (Section 112 of CETA), 4) characteristics of Section 112 recipients, 5) Section 112 nonfinancial agreements, and 6) areas of coordination outside Section 112.

The first area of the prime sponsor questionnaire dealt with the composition and organization of prime sponsors and their respective manpower planning councils. Table 20 shows the level of government the prime sponsors were associated with in 1977 and 1978.

Table 20

Prime Sponsor Level of Government
Affiliation for 1977 and 1978

| | 1977 | 1978 |
|---|---|---|
| Municipal | 23.1% | 22.9% |
| County | 53.8% | 54.1% |
| State | 5.8% | 6.2% |
| Other Agencies | 17.3% | 16.8% |

It is apparent from these figures that there had been no significant change in the level of government affiliation between the two waves. (An interesting sidelight to these figures was that approximately 40 percent of the prime sponsors were members of a consortium.)

The size of the prime sponsors' manpower councils ranged from approximately ten to fifty members, with a mean of roughly twenty-three. It was found that county officials were most likely to be the chairpersons of such councils. This was not surprising since the level of government most often associated with prime sponsors had been the county. See Table 21 for the exact breakdown.

Table 21

Chairperson Affiliation of Local Manpower Councils for 1977 and 1978

| | 1977 | 1978 |
|---|---|---|
| County Officer | 30.8% | 29.0% |
| Education Representative | 21.1% | 24.1% |
| Mayor's Office | 11.5% | 15.9% |
| Other | 34.6% | 31.0% |

A wide variety of groups were represented on the local manpower councils, as was required by the Comprehensive Employment and Training Act (CETA). Included in the mandataed groups were elected officials, representatives from labor, business and industry, education, and community based organizations. Section 105 (g) (1) of the 1976 Vocational Education Amendments required that prime sponsors add representatives from vocational education to the local manpower councils. It was found that nearly half (47 percent) of the prime sponsors responding added vocational education representatives to the councils in response to the Amendments. Forty-eight percent of the prime sponsors responding to the questionnaires indicated that representatives from vocational education had been added prior to the passage of the Amendments.

The results from the first wave of questionnaires indicated that approximately one-third of the manpower councils had representatives on local post-secondary school boards or Boards of Trustees. The second wave of questionnaires showed little change.

The second category of questions in the prime sponsor questionnaire dealt with the relationship between prime sponsors and those educational institutions which receive money from Title I of CETA. Over 80 percent of the responding prime sponsors stated that the allocated Title I money went to post-secondary vocational education institutions. Of those institutions, over 70 percent received money from the Supplemental Vocational Education Program.

Interestingly, prime sponsors were familiar with the staff of 90 percent of those vocational education institutions which received money. At the same time, prime sponsors were familiar with the staff of only 25 percent of those institutions which did not receive any funds. Although it might appear that familiarity between the staffs of prime sponsors and local vocational education institutions is the key for vocational education institutions to receive financial aid, this is not necessarily a causal relationship. It is impossible to determine how many prime sponsors became familiar with the vocational education staffs in the process of allocating monies.

Even though it cannot be concluded that personal relationships between these staffs are mandatory for the exchange of money and subsequent coordination, questionnaire results indicated that personal relationships greatly assisted in implementing better coordination. Sixty-nine percent of those prime sponsors and local vocational educators responding ranked a working relationship between prime sponsors and vocational education agency personnel as being necessary for coordination to take place. It follows that political and personality conflicts were found to be the most commonly blamed problem in coordination (about 62 percent).

Representatives from prime sponsors were found on local vocational education advisory boards in approximately 30 percent of the questionnaires. This percentage, however, did not vary significantly from the first to second wave. Of the 30 percent of the prime sponsors represented, only half of that number reviewed and commented on local post-secondary vocational education program plans. Over 61 percent of the vocational education institutions, however, commented on the plans of prime sponsors.

Prime sponsors used a variety of methods to coordinate their activities with vocational educators. The utilized methods, however, remained virtually the same from the first to second wave questionnaires. Table 22 shows these results.

Table 22

Methods Used for Coordination of Activities Between Prime Sponsors and Local Vocational Educators

| | 1977 | 1978 |
|---|---|---|
| Inter-Agency Agreements | 70% | 74% |
| Formal Meetings | 60% | 74% |
| Memos (Correspondence) | 75% | 69% |
| Phone Calls | 90% | 88% |
| Informal Meetings | 88% | 89% |
| Individual Contacts | 92% | 93% |

In response to the first wave questionnaire, 70 percent of the prime sponsors stated that coordination efforts had been successful and 25 percent considered efforts at least partially successful. When questioned about the 1976 Vocational Education Amendments, 42.3 percent indicated that they had planned changes in response to the Amendments. The planned changes included increased communicat[illegible] with the staff of local vocational education insitutions.

Of the increases in coordination that did take place at the local level it was felt that the Amendments were responsible for at least some of the changes. The perceptions of the prime sponsors on this question are shown in Table 23.

Table 23

Prime Sponsor Characterization of Degree to Which 1976 Vocational Education Amendments Were Responsible for Changes in Coordination

| | |
|---|---|
| Vocational Education Amendments Responsible for All Changes | 7% |
| Vocational Education Amendments Responsible for Some Changes | 69% |
| Changes Would Have Taken Place in Absence of the Vocational Education Amendments | 19% |

In the second wave questionnaire, prime sponsors were asked whether the Amendments helped to promote coordination at the state and local levels. Table 24 shows their responses to this question.

Table 24

Prime Sponsor Characterization of Ability of 1976 Vocational Education Amendments to Promote Coordination at State and Local Levels

| | State Level | Local Level |
|---|---|---|
| Very Negative | 13% | 9% |
| Somewhat Negative | 7% | 16% |
| Neutral | 32% | 17% |
| Somewhat Positive | 38% | 37% |
| Positive | 19% | 21% |

Prime sponsors were also asked to characterize the level of coordination between CETA administrators and vocational educators. As the results presented in Table 25 indicate, the perceptions of coordination were generally positive.

Table 25

Prime Sponsor Characterization of Level of Coordination Between CETA Administrators and Vocational Educators

| | |
|---|---|
| Very Negative | 7% |
| Somewhat Negative | 13% |
| Neutral | 21% |
| Somewhat Positive | 29% |
| Positive | 30% |

In addition, prime sponsors saw improvements in the level of coordination between themselves and vocational education agencies in dealing with the nonfinancial agreements required by the Supplemental Vocational Education Program of CETA. Table 26 shows their perceptions of this coordination before and after the Amendments.

Table 26

Prime Sponsor Characterization of Relationship With Vocational Educators in Regard to Nonfinancial Agreements

| | Before the Passage of the 1976 Vocational Education Amendments | After the Passage of the 1976 Vocational Education Amendments |
|---|---|---|
| Very Negative | 17% | 9% |
| Somewhat Negative | 9% | 11% |
| Neutral | 44% | 36% |
| Somewhat Positive | 16% | 21% |
| Positive | 14% | 23% |

The third category of prime sponsor questions was concerned with postsecondary vocational education activities funded under the Supplemental Vocational Education Program (Section 112 of CETA). About half of the prime sponsors reported that they had a staff member exclusively responsible for Section 112 activities. It was found that for each year, 1977 and 1978, approximately $6.5 million was allocated for the program, out of which $5.5 million or 85 percent was spent. While there was some variation between prime sponsors, the mean expenditure of Section 112 funds was $152,000. As Table 27 shows, most of these funds were used for instructional costs.

Table 27

CETA Section 112 Expenditures by Category

| | 1977 | 1978 |
|---|---|---|
| Administration | 9% | 8% |
| Instructional Costs | 84% | 88% |
| Stipends | 1% | 1% |
| Supportive Services | 3% | 2% |
| Other | 3% | 1% |

It was also found that virtually all of the money funded under Section 112 was spent for occupational training programs. This could be expected, since occupational training is a number one priority in most states. Table 28 shows the programs funded by Section 112 for both questionnaire waves.

The fourth category of the prime sponsor questionnaire dealt with the characteristics of participants in the Supplemental Vocational Education Program. The data indicated that more than 50 percent of the participants were women. Whites comprised nearly 60 percent of the participants and

Blacks accounted for a little more than 25 percent.

Table 28

Types of Programs Funded Under Section 112 of CETA

| | 1977 | 1978 |
|---|---|---|
| Adult Basic Education | 1% | 1% |
| High School Completion | 2% | 1% |
| Work Study | 1% | 1% |
| Occupational Training | 95% | 96% |
| On-the-Job Training | 1% | 1% |

Table 29 indicates the employment status of Section 112 participants for 1977 and 1978. The data strongly show that the Supplemental Vocational Education Program was successful at reaching those individuals who had not been fully employed. This should be considered a major benefit of the program.

Table 29

Participant Employment Status in
Supplemental Vocational Education Program

| | 1977 | 1978 |
|---|---|---|
| Employed | 5.1% | 4.8% |
| Unemployed | 78.8% | 79.1% |
| Underemployed | 10.0% | 6.4% |
| Not in the Labor Force | 6.1% | 9.7% |

The fifth area on which the prime sponsor questionnaire focused was the nonfinancial agreements between prime sponsors and the providers of vocational education services. As was previously stated, nonfinancial agreements are a required part of the Supplemental Vocational Education Program.

Table 30 shows that the nonfinancial agreements had been completed with greater ease since the Vocational Education Amendments became effective.

Table 30

Date of Execution for Section 112 Nonfinancial Agreements for Fiscal Years 1977* and 1978

| Fiscal 1977 Quarters | Percentage of Agreements Completed | Fiscal 1978 Quarters | Percentage of Agreements Completed |
|---|---|---|---|
| September 30, 1976 | 46.2 | September 30, 1977 | 56.1 |
| December 30, 1976 | 38.5 | December 30, 1977 | 37.2 |
| March 30, 1977 | 5.8 | March 30, 1978 | 6.1 |
| June 30, 1977 | 1.9 | June 30, 1978 | 0.6 |

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*In 1977, 7.6 percent of the Agreements were never completed.

The sixth category of the prime sponsor questionnaire examined the areas of coordination between CETA and vocational education outside the Supplemental Vocational Education Program. It was essential to examine this area as prime sponsors spent a considerable amount of money from regular Title I programs on vocational education. Results from the first wave questionnaire indicated that a total of approximately $11 million was spent on such programs, or a mean expenditure of over $250,000 for each respondent prime sponsor. As is shown in Table 31, a variety of post-secondary vocational education institutions received money for regular Title I programs in 1977.

In addition to these large sums of CETA Title I money, the funds made available through the Youth Employment and Demonstration Project Act of 1977 (YEPDA) are likely to facilitate closer coordination between CETA and

### Table 31

### Institution Receiving "Regular" Title I Monies for Post-Secondary Vocational Education*

| Type of Institution | Number Receiving Money |
|---|---|
| Community or Junior College | 69 |
| Area Vocational Technical Schools | 38 |
| Skill Center | 18 |
| Other Public Institutions | 27 |
| Private Proprietary Schools | 94 |

*It should be noted that there is some overlap, as more than one prime sponsor could allocate money to an institution, and each would report it.

Vocational Education. Prime sponsors surveyed were of the opinion that YEPDA would have a greater effect than Section 112 on coordination due to the large sums of money made available through the program. Indeed, as awareness of the YEDPA programs increased, this opinion rose from 33 percent of the prime sponsors responding to 61 percent in the second survey.

Overall, the prime sponsor questionnaire indicated that there had been several weak spots in the coordinative link between CETA and vocational education. While the Supplemental Vocational Education Program had reached the targeted groups, the total dollars available for the program were less than half of the regular Title I funds going into the vocational education system. Even though the Vocational Education Amendments appeared to have been somewhat influential in effecting coordination, many prime sponsors still had not yet developed close working relationships with vocational education institutions. This is evidenced by the low participation of prime sponsors in vocational education planning.

One of the weakest factors in coordination was the continued high usage of private proprietary schools. These schools had been able to offer programs at lower costs and with greater scheduling flexibility than had the public school, but the usage of such schools did not allow prime sponsors to realize the advantages of the use of public vocational education facilities or the advantages of coordinated placement. Efforts could be made to make public vocational schools more responsive to the needs of prime sponsors so that the economic benefits could be maximized.

The relatively small amounts of money made available to the Supplemental Vocational Education Program in the past was seen as another factor which contributed to the lack of coordination between CETA and Vocational Education. With such small amounts the incentive for the parties to coordinate had been only minimal. By increasing the amount of funds available through such a program, it is likely that greater coordination would take place.

## C. LOCAL VOCATIONAL EDUCATOR QUESTIONNAIRE RESULTS

The local vocational education director questionnaire was divided into four areas: 1) that concerning CETA prime sponsors which allocated Title I monies to local vocational education institutions; 2) activities of the Supplemental Vocational Education Program (Section 112); 3) characteristics of Section 112 participants; and 4) coordination between CETA and vocational education outside Section 112.

The first category of this questionnaire concerned the CETA prime sponsors found in each director's school district that allocated CETA Title I monies to the institution. Over half of the responding vocational education directors indicated that they had one prime sponsor within their school district and most of the rest responding had two prime sponsors in their area. As was found in the prime sponsor questionnaire, most of the prime sponsors were county based. Table 32 shows the levels of government with which they were associated.

Table 32

Prime Sponsor Level of Government Affiliation for 1977 and 1978

| | 1977 | 1978 |
|---|---|---|
| Municipality | 24.3% | 21.2% |
| County | 40.3% | 49.8% |
| Consortium | 18.5% | 14.6% |
| Balance of State | 16.8% | 14.4% |

Approximately 80 percent of the local vocational education institutions were found to have received CETA Title I funds from their respective prime sponsors, while little better than 60 percent had the nonfinancial agreements necessary to receive funds under the Supplemental Vocational Education Program.

In results similar to those of the prime sponsor questionnaire, it was found that the vocational education directors knew the prime sponsor staffs in areas where money was not allocated in about 40 percent of the cases. On the other hand, they knew the staffs in those areas where money was being allocated in 90 percent of the cases. Again, as in the results from the prime sponsor questionnaire, a causal relationship is likely but not implied. Most of the vocational education directors not only knew members of the local Manpower Planning Councils (84.2 percent) but had been invited to attend council meetings, and many of the directors had representatives on the council (64.6 percent). Many of the vocational education directors responding indicated that they had commented on local manpower plans (approximately 65 percent), and in more than 80 percent of those cases, comments were incorporated into the local manpower plans.

It was found that most (85.4 percent) of the local vocational education institutions had an individual who was specifically responsible for coordination with CETA. By comparison, the other questionnaire indicated that only about half of the prime sponsors (46.8 percent) had individuals who commented on vocational education plans. Of those comments, however, nearly all (95.3 percent) had been incorporated into the plans. Thus, vocational educators appeared to be willing to work with the prime sponsors in an effort to serve the client community.

The most common methods of coordination cited by the vocational education directors were informal ones such as telephone calls and individual contacts. See Table 33 for the results.

Table 33

Vocational Education Director Methods of Local Level Coordination for 1977 and 1978

| | 1977 | 1978 |
|---|---|---|
| Inter-Agency Agreements | 71.0% | 73.0% |
| Formal Meetings | 75.0% | 77.4% |
| Memos | 75.0% | 74.1% |
| Telephone Calls | 85.7% | 86.2% |
| Informal Meetings | 81.0% | 83.8% |
| Individual Contacts | 83.3% | 86.8% |

*Note that local Vocational Education Directors were instructed to check all procedures which applied.

It is likely that these informal methods had been preferred because of the abundance of paper work that faced the local vocational education directors, as well as the fact that formal meetings had already been established with the nonfinancial agreement required for the Supplemental Vocational Education Program.

The second category of questions dealt with the post-secondary vocational education activities funded under the Supplemental Vocational Education Program of CETA. Over 80 percent of the respondents had a staff member generally responsible for CETA coordination. 70.9 percent had a staff member specifically responsible for Title I of CETA, and even fewer respondents had a staff member who had specific responsibility for the Section 112 program. These findings are not surprising given the cost of a staff member and the relatively small amount of funds made available for the Section 112 program in comparison to Title I and CETA in general.

It was found that nearly all the funds that had been made available to local vocational education institutions under the provisions of Section 112 went toward occupational training (see Table 34). This is not surprising considering the high priority of occupational training under the Supplemental Vocational Education Program. Of interest was the fact that one-third of the responding vocational education directors indicated that some new program had been established as a result of the availability of the Section 112 funds to vocational education institutions.

Table 34

Types of Programs Funded Under Section 112 of CETA

| | 1977 | 1978 |
|---|---|---|
| Adult Basic Education | 3% | 2% |
| High School Completion | 2% | 1% |
| Work Study | 1% | 1% |
| Occupational Training | 93% | 95% |
| On-the-Job Training | 1% | 1% |

The third category of questions dealt with the characteristics of the participants in the Supplemental Vocational Education Program. Some of the characteristics differed, sometimes significantly, from those reported by prime sponsors. While this may have been partially due to reporting errors, another source may have been the differing response rates. That is, each prime sponsor was accountable for several vocational education programs and some of these were private programs to which no questionnaires were sent. Thus, the prime sponsors' responses may have been larger, and were probably more reflective of the overall programs, both in dollar amounts and participant levels.

The results from the local vocational education director questionnaire indicated that the vast majority of participants in the Section 112 programs were considered unemployed prior to enrolling in the program. See Table 35.

Table 35

Participant Employment Status in
Supplemental Vocational Education Program

| | 1977 | 1978 |
|---|---|---|
| Employed | 8% | 3% |
| Unemployed | 75% | 84% |
| Underemployed | 7% | 3% |
| Not in the Labor Force | 10% | 10% |

Responses also indicated a greater percentage of minorities and women in the Section 112 program than did the responses from the prime sponsors. Here again, these differences may have been due, in part, to the differing response rates.

The final category of the local vocational education director questionnaire dealt with areas of CETA and vocational education coordination outside of Section 112. Included were questions on programs, other than Section 112, found in Title I of CETA and the Youth Employment Amendments of CETA Title III. Vocational education institutions received an estimated $4.2 million in regular Title I monies - somewhat less than that allocated according to prime sponsors. This averaged over $105,000 per institution receiving money. Vocational education institutions expected to receive about $3 million through the Youth Employment Amendment. This is very close to the 13 percent of the $33 million ($4.29 million) prime sponsors had planned for allocating to post-secondary public vocational education programs.

These funds were as large, or larger in the case of the prime sponsors, as those allocated through Section 112 of CETA. Furthermore, most coordination involving these monies occurred only at the local level. The extra paperwork of involving state agencies was thus eliminated. Consequently, over half of the vocational education directors replying (61 percent) believed the Title III Youth Amendments would have more of an impact than the Section 112 program.

Overall, the results from the local vocational education director questionnaire showed that while coordination was weak in some areas, notably in getting prime sponsor participation in vocational education, there were some strong aspects to coordination. The 112 program had some positive effects (note the participant characteristics in Table 35). A slight majority of vocational educators (54.5 percent) felt that it had been beneficial to the larger regular vocational education system. However, the relatively small size and complex paperwork made it less favored than the local coordination programs such as regular Title I and the Title III Youth Amendments.

The first wave of questionnaires indicated that more than 40 percent of the vocational education directors responding were planning changes in response to the 1976 Vocational Education Amendments that would increase CETA and vocational education coordination. Changes most often cited were efforts to increase communication at the local level (78 percent), efforts to increase joint planning (72.5 percent), and increase information sharing (53.8 percent).

At the time of the first wave questionnaire, most of the vocational education directors (65.6 percent) felt that coordination efforts had been successful. It is interesting to note that over 16 percent of the directors responding felt that the coordination efforts had been unsuccessful, while only 5 percent of the prime sponsors responding came to the same conclusion.

In the second wave of questionnaires the vocational education directors indicated their perceptions of the effects that the 1976 Vocational Education Amendments had on coordination between CETA and vocational education. In 73 percent of the cases, they felt that the Amendments were responsible for some of the changes in coordination, and approximately 68 percent responded that the Amendments facilitated coordination. The majority of the vocational education directors (79 percent) stated that they had changed their services somewhat in response to the 1976 Amendments.

The local vocational education directors perceived the 1976 Amendments as having had a greater impact on coordination than did the prime sponsors. Table 36 shows their perceptions of the ability of the 1976 Amendments to promote coordination at both the state and local levels.

Table 36

Vocational Education Directors' Characterization of Ability of 1976 Vocational Education Amendments to Promote Coordination at State and Local Levels

| | State Level | Local Level |
|---|---|---|
| Very Negative | 4% | 1% |
| Somewhat Negative | 9% | 4% |
| Neutral | 31% | 38% |
| Somewhat Positive | 33% | 29% |
| Positive | 23% | 28% |

The results in Table 36 are closely linked to those shown in Table 37. Here it appears that, since the enactment of the 1976 Vocational Education Amendments, there had been a shift toward closer relationships between prime sponsors and directors of local vocational education programs.

Table 37

Vocational Education Directors' Characterization of Relationship with Prime Sponsors

| | Before Passage of the 1976 Vocational Education Amendments | After Passage of the 1976 Vocational Education Amendments |
|---|---|---|
| Very Negative | 16% | 4% |
| Somewhat Negative | 8% | 12% |
| Neutral | 45% | 28% |
| Somewhat Positive | 18% | 34% |
| Positive | 13% | 22% |

## D. UNUSUAL FINDINGS BY STATE

The results of the first wave of questionnaires showed some interesting differences in the responses of the prime sponsors and local vocational education directors in Michigan, New Jersey, and Texas. The results of the second wave questionnaire did not indicate such differences but since the response rate was so much lower than that of the first, these differences may be partially attributable to a non-response bias.

The responses of the prime sponsors indicated that there were differences in: 1) the structure of units and planning councils; 2) the types of services provided; 3) the programs that were funded; and 4) the characteristics of the program participants.

The Texas prime sponsors were much less likely to be associated with county government (28.6 percent) than those in Michigan (64.0 percent) or in New Jersey (61.5 percent). It was found that prime sponsors in Texas were more likely to be associated with municipal units of government or with a consortium. In New Jersey the majority of prime sponsors (53.8 percent) had a member of their planning council on the post-secondary boards of education. This can be contrasted with both Michigan and Texas where only 28 percent of the prime sponsors had members of their planning councils on the post-secondary boards of education.

The Texas prime sponsors were found to have vocational education sub-committees 92.9 percent of the time. This was contrasted markedly by the findings in Michigan and New Jersey where fewer than 20 percent of the responding prime sponsors had such sub-committees. It should be noted that most of the prime sponsors were made up of consortiums and that when diverse governmental groups work together, as is likely in a consortium, then specific sub-committees tend to become a necessity.

As previously stated, the majority of the funds made available through the Supplemental Vocational Education Program were spent on instructional services. As Table 38 indicates, however, the proportion of these funds spent in Texas for instructional services differed significantly from the percentages in Michigan and New Jersey.

Table 38

CETA Section 112 Expenditures by Category in Michigan, New Jersey, and Texas

| | Michigan | | New Jersey | | Texas | |
|---|---|---|---|---|---|---|
| | 1977 | 1978 | 1977 | 1978 | 1977 | 1978 |
| Administration | 7% | 6% | 9% | 7% | 10% | 8% |
| Instructional Costs | 90% | 91% | 83% | 86% | 65% | 81% |
| Allowances | 1% | 1% | 0% | 0% | 5% | 2% |
| Supportive Services | 1% | 1% | 2% | 3% | 2% | 2% |
| Other | 1% | 1% | 6% | 4% | 18% | 7% |

During 1977 the participants in the Supplemental Vocational Education Program in Texas were virtually all unemployed, whereas many in Michigan and New Jersey were either underemployed or not in the labor force. During that year, the Texas program also had a higher percentage of economically disadvantaged participants. It is interesting to note that these differences were only minimal in 1978 (see table 39). Since the response rate for the questionnaires was much lower in the latter year, it would not be accurate to conclude that the differences no longer exist.

### Table 39

### Participant Employment Status in Supplemental Vocational Education Program in Michigan, New Jersey, and Texas

| | Michigan | | New Jersey | | Texas | |
|---|---|---|---|---|---|---|
| | 1977 | 1978 | 1977 | 1978 | 1977 | 1978 |
| Employed | 10% | 5% | 2% | 3% | 2% | 2% |
| Unemployed | 73% | 80% | 76% | 81% | 88% | 84% |
| Underemployed | 10% | 8% | 14% | 8% | 6% | 4% |
| Not in the Labor Force | 7% | 7% | 8% | 8% | 4% | 10% |
| Percentage of Enrollees Economically Disadvantaged | 78% | 87% | 73% | 85% | 94% | 90% |

Finally, the cost per participant in the Supplemental Vocational Education Program was found to be significantly less in Texas than in New Jersey or Michigan (see Table 40). These costs, however, are not precise, since they do not include any indirect cost factors. Thus, they should only be used for rough comparative purposes.

Equally interesting as the differences between the three states were the large number of categories in which there were no significant differences. The areas of similarity included: the make-up and affiliation of manpower councils, most questions on cross-commentaries and cross-representation on local councils, attitudes toward coordination, methods of coordination, nonfinancial agreements, and attitudes toward areas of coordination outside Section 112. Thus, excepting those areas discussed above, the data from the test states were quite similar, supporting questionnaire reliability.

The results of the vocational education director questionnaire also indicated some dissimilarities between the three states. It should be noted, however, that the results of the questionnaire were remarkably

## Table 40

### Cost Per Participant in Supplemental Vocational Education Program in Michigan, New Jersey and Texas

| | Michigan | | New Jersey | | Texas | |
|---|---|---|---|---|---|---|
| | 1977 | 1978 | 1977 | 1978 | 1977 | 1978 |
| Total Spending | $1,900,311 | $2,000,983 | $1,851,134 | $1,901,613 | $2,440,870 | $2,448,862 |
| Number of Participants | 2,333 | 2,443 | 2,052 | 2,134 | 3,518 | 3,065 |
| Average Cost Per Participant | $814 | $822 | $902 | $891 | $694 | $799 |

similar throughout the majority of the responses.

The first major difference between the states on the questionnaire was in the frequency of cross-commentary on local manpower and vocational education plans and cross-representation on local councils. In Texas, the first wave questionnaire showed that in only 35 percent of the cases did the parties comment on each other's plans or have cross-representatives on the local councils. This low percentage contrasts with the 65 percent found in Michigan and the 60 percent in New Jersey.

The first wave questionnaire results indicated that the use of formal meetings as a means of coordination was much more common in New Jersey than in Michigan or Texas. However, as the figures in Table 41 indicate, formal meetings were more frequently used in both Michigan and Texas at the time of the second wave. Again, one should be cautious when interpreting these results because of the markedly differing response rates. It does seem likely, however, that a trend toward increased formality is a likely outcome of the growing coordination between CETA and vocational education.

Table 41

Vocational Education Directors' Methods of Coordination in Michigan, New Jersey and Texas

| | Michigan | | New Jersey | | Texas | |
|---|---|---|---|---|---|---|
| | 1977 | 1978 | 1977 | 1978 | 1977 | 1978 |
| Inter-Agency Agreement | 75% | 74% | 65% | 71% | 70% | 72% |
| Formal Meetings | 55% | 79% | 80% | 78% | 52% | 69% |
| Memos | 80% | 78% | 78% | 75% | 70% | 70% |
| Phone Calls | 85% | 84% | 92% | 89% | 90% | 88% |
| Informal Meetings | 88% | 82% | 90% | 85% | 85% | 83% |
| Individual Contacts | 84% | 84% | 93% | 89% | 91% | 88% |

The results of the vocational education director questionnaire supported those of the prime sponsor questionnaire which stated that a greater percentage of the participants in the Supplemental Vocational Education Program in Texas were unemployed and economically disadvantaged prior to entering the program. The questionnaire also supported the findings that the cost per participant in the program was the least in Texas.

Again, it should be stressed that the differences which were noted are small in comparison to the similarities that were found in the questionnaire. Thus, it can be concluded that in a majority of the areas of concern, each state was found to be quite similar to the other two and that the combined results should be considered generalizable.

## E. CONCLUSION

The information obtained through these questionnaires represents only one aspect of CETA-vocational education coordination. By combining this data with that obtained through in-depth state level interviews, a solid picture of coordination should begin to emerge. As mentioned earlier, one caution should be noted: there were some discrepancies between the responses of prime sponsors and vocational education directors. The problem was essentially one in which both groups saw themselves as the prime movers of coordination and the other group as inhibiting coordination. Thus, on the questions where opinions were called for, the responses varied somewhat. On the other hand, in those areas where numerical values were asked for, the responses were very similar. Furthermore, the similarities between the states tended to help substantiate both the problem areas and the strong points in coordination.

The data from the questionnaires shows that three important changes had occurred in the intervening year: first, the attitudes regarding coordination of those responding improved in the intervening year. Secondly, the parties involved felt that the 1976 Vocational Education Amendments did have some impact on the coordination between CETA and vocational education. Finally, the data confirm the more subjective state level interviews (Chapter 5) which also indicated that there had been some increases in coordination. Thus, the data presented here support the overall picture of improvements in coordination and moderate increases in respective relationships between CETA administrators and vocational educators.

# CHAPTER FIVE

# STATE LEVEL IN-DEPTH INTERVIEWS

## A. INTRODUCTION TO THREE STATE IN-DEPTH INTERVIEWS

Concern had increased regarding state level employment and training program coordination. Before the passage of CETA, some of the interaction that took place between state agencies had been voluntary. CETA changed this by mandating that its State Manpower Services Council review and comment on the coordination of employment and training programs at the state and local level. This mandate, however, did not require the monitored state agencies to cooperate with the State Manpower Services Councils. This lack of reciprocity was one of the contributing factors leading to the passage of the 1976 Vocational Education Amendments, which required the State Advisory Councils for Vocational Education and the State Manpower Services Councils to exchange representatives, comment on each other's annual reports, and identify the employment and training needs of the state. The Amendments also provided the Councils with the ability to impact on the State Plans for Vocational Education by requiring the state boards of education to consider the Councils' recommendations in the State Plan and to respond to those comments not included in the plan.

What follows is a look at those agencies in Michigan, New Jersey, and Texas whose involvement in CETA-vocational education coordination at the state and local levels was affected by the 1976 Vocational Education Amendments. This chapter covers the issue of coordination as it relates to representation on policy setting councils and the impact of this representation on policy setting and program planning. Included are the perceptions of staff members concerning the extent of representation and its consequent impact on program coordination.

The data for this section were obtained by conducting personal and telephone interviews with those agencies in each state determined to be most affected by the passage of the 1976 Vocational Education Amendments. The individuals interviewed within these agencies were selected on the basis of their knowledge of CETA and vocational education programs. The original interviews were conducted during the fall of 1977 and the follow-up interviews during the early winter of 1979.

In the state of Michigan the interviews were conducted with representatives from the Michigan Employment and Training Council, the Michigan State Advisory Council for Vocational Education, and the Michigan Department of Education. In New Jersey representatives from the New Jersey State Advisory Council for Vocational Education, the New Jersey State Manpower Services Council, and the New Jersey Department of Education, Division of Vocational Education, were interviewed. The interviews in Texas were conducted with staff of the State Manpower Services Council, the Texas Advisory Council for Technical-Vocational Education, and the Texas Education Agency.

The report for each of the states is divided into nine sections. The first section provides an introduction to each state. The second section provides background information on the organization and structure of the state councils and agencies that have played a role in CETA-vocational education coordination. Section three describes the state level employment and training coordination, and Section four examines this coordination between the state and local levels. Sections five and six examine program linkages resulting from the administration of the CETA Section 112 Supplemental Vocational Education Program. Section seven contains perceptions of state level staff concerning the impact of the 1976 Vocational Education Amendments on c-ordination. Section eight examines areas of coordination outisde Section 112; specifically, the Youth Employment and Demonstration Projects Act. The final section attempts to draw conclusions based upon the interviews on the effects that the 1976 Vocational Education Amendments have had on increasing the level of coordination between CETA and vocational education.

## B. MICHIGAN IN-DEPTH INTERVIEWS

### 1. Introduction

In the State of Michigan it was difficult to assess the effectiveness of any one piece of legislation on the coordination between CETA and vocataional education. This was because there had been a wide variety of federal mandates designed to increase the coordination between the two manpower delivery systems. It is fair to say, however, that the 1976 Vocational Education Amendments had effected an increase in coordinated activities between the two deliverers within the state. Thus, to evaluate the effect of the Amendments on the coordination between CETA and vocational education in Michigan, one should first examine the structural and policy changes that had been made within those agencies involved in the CETA-vocational education linkage.

### 2. Organization and Structure of the State Advisory Councils and the Michigan Department of Education

#### Michigan Employment and Training Services Council

Michigan Employment and Training Services Council (METSC) was established in May of 1974 by Michigan Executive Order No. 1977-6 in accordance with Section 107 of the Comprehensive Employment and Training Act. The Executive Order required the Council to review and comment on the employment and training plans of each prime sponsor and state agency providing such services to monitor operations of programs administered by each prime sponsor, and to submit an annual report to the Governor.

The METSC established three committees to carry out these dutes: the Plan Review Committee, the Monitoring and Evaluation Committee, and the Annual Report Committee. The Plan Review Committee had responsibility for reviewing the plans of prime sponsors and those state agencies involved in manpower planning. This committee developed, with the assistance of the METSC staff, a guide to help identify coordination accomplishments reported in the plans of the prime sponsors and state agencies. This guide enabled the METSC to identify the weaknesses in coordination attempts among the employment and training programs within the state.

The Monitoring and Evaluation Committee was given by the METSC the responsibility of reviewing prime sponsor program performance. This Committee had been instrumental in the developments of the Manpower Services Evaluation System and the Michigan Manpower Program Profile. These systems represented an attempt by the METSC to organize manpower service data in a manner that would be most useful to Michigan's manpower program planners.

The Annual Report Committee had the responsibility of preparing the Annual Report of the METSC and for determining what other METSC reports and documents should be published.

At the outset of this study, the staff support for the METSC was provided by the Intergovernmental Coordination Division of the Bureau of Employment and Training (BET), Michigan Department of Labor. This support included written notification of meeting times, preparation of agendas, secretarial/clerical support, and professional/technical assistance.

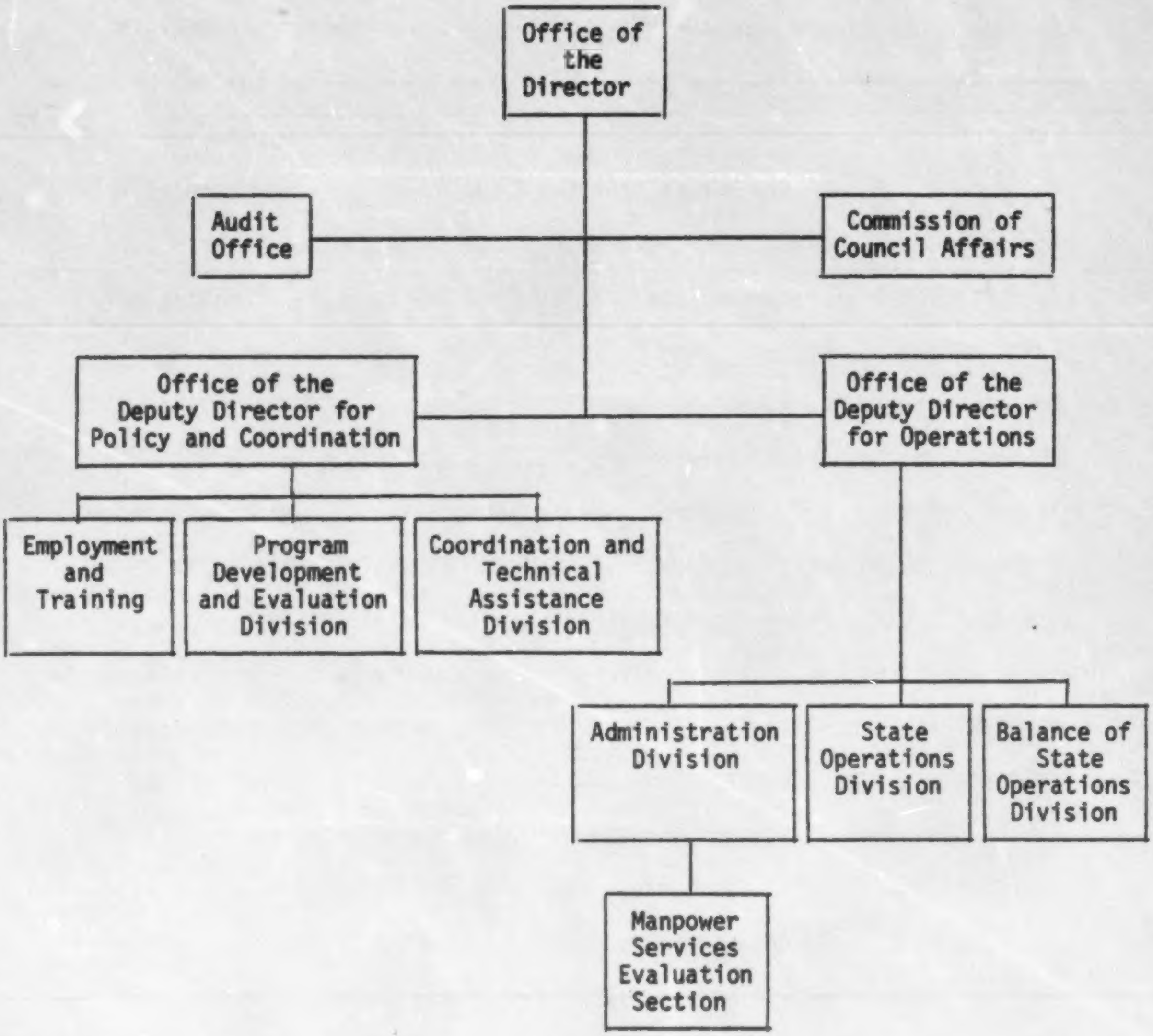
In addition to providing staff support to the METSC, the Michigan Bureau of Employment and Training had other responsibilities. These included: 1) the provision of employment and training services to the Balance of State area, 2) the writing and administering of Special Governor's Grant plans, and 3) the provision of technical assistance directed at strengthening employment and training services administered by local prime sponsors. The Director of the BET had been responsible for the overall policy and planning direction for statewide employment and training delivery systems.

At the time of this report, the METSC no longer drew its support solely from the Intergovernmental Coordination Division of the BET. The METSC dealt with four divisions of the BET for its support: the Commission of Council Affairs, the Employment Policy Division, the Coordination and Technical Assistance Division, and the Program Development Division. The Commission of Council Affairs provided direct assistance to the METSC in the form of supportive staff. The Employment Policy Division gave support in terms of such things as unemployment figures, as it was the data generation unit for the BET. The Coordination and Technical Assistance Division, which houses the new Youth Clearing House, was designed to coordinate statewide training program data. Finally, the Program Development Division offered support to the METSC, as it was responsible for the monitoring and evaluation of employment and training programs within the state.

As is shown in Figure 1, the Deputy Director for Policy and Coordination of the BET had control over the Employment Policy Division, the Program Development and Evaluation Division, and the Coordination and Technical Assistance Division. This was opposite the Commission of Council Affairs which reported directly to the Director of the BET. It was generally felt that when the Deputy Director had what she felt were more important tasks for the Division under her control, she would assign the staff there, thus

Figure 1

BUREAU OF EMPLOYMENT AND TRAINING ORGANIZATIONAL STRUCTURE


Office of the Director
Audit Office
Commission of Council Affairs
Office of the Deputy Director for Policy and Coordination
Office of the Deputy Director for Operations
Employment and Training
Program Development and Evaluation Division
Coordination and Technical Assistance Division
Administration Division
State Operations Division
Balance of State Operations Division
Manpower Services Evaluation Section

making it difficult for the METSC to obtain the needed information from these three divisions.

Since November of 1978, the METSC had been using an open public meeting format for its council meetings. Although such open public meetings were mandated by the latest revisions of CETA, it appears that Michigan was one of the first states to adopt such a format before the latest mandates went into effect. This use of an open meeting forum was seen by educators as a means for local educators to state their views and opinions regarding CETA-vocational education coordination.

Invitations to attend recent meetings had been sent to the State Advisory Council for Vocational Education (SACVE) and to the Michigan Department of Education, which indicates an increased willingness on the part of BET to meet and confer with the Department of Education.

A serious attempt had been made by the BET and the State Department of Education to schedule the meetings of the METSC and the SACVE either simultaneously or at least on the same day. It was hoped that this procedure would facilitate coordination between the two councils. Since Michigan requires that the chairperson of the METSC be a member who is not a public employee, the position was offered to a business representative of the SACVE. Thus, the appointment of this individual should lead to a greater amount of coordination between the two councils.

One can see that the METSC had begun to change from being a reactive institution to one more proactive. Instead of meeting the employment and training needs in the state as they arose, the Council had begun to identify these needs before they became pressing problems for the state. Part of the credit for this change must be given to the Vocational Education Amendments. As was stated earlier, other developments within the state have also aided in the development of closer coordination. It should be noted that the reorganization of the BET had slowed the activities of the METSC somewhat, but once this reorganization is completed, coordination can be expected to improve.

## Michigan State Advisory Council for Vocational Education

The Michigan State Advisory Council for Vocational Education (SACVE) was created in 1969 in response to requirements of the Vocational Education Act of 1963, as amended in 1968. Its purpose was to advise the State Board of Education on the development of the State Plan for Vocational Education and on the planning, implementation and evaluation of vocational education throughout the state. To perform its job effectively, the SACVE held public meetings to allow the general public to express its views on vocational education and also conducted evaluations of vocational education programs. Each year since its inception, the SACVE issued an annual report to the Governor and to the United States Department of Education. This annual report included a summary of the SACVE's activities and its recommendations on how to improve vocational education and training programs.

The members of the SACVE have been appointed by the elected State Board of Education. These appointments have been made so that the SACVE will represent the various interest groups specified by federal regulations. Nominations for representatives on SACVE came from the SACVE staff, the State Board of Education, and the Department of Education. These nominations have reflected the broad public input that can be gathered by these groups.

The SACVE's activities were supported by two professional staff members who, although considered to be state civil servants in the Department of Education, are under the direct authority of the SACVE. The position of the SACVE in the organizational structure of the Michigan Department of Education can be seen in Figure 2.

Recent activities of the SACVE included the formation of an ad hoc committee to review all publications and reports of the BET dealing with vocational education and general classroom training. The SACVE has, as mandated, commented on the annual report of the Bureau of Employment and Training. Although the SACVE reviewed the entire annual report, it restricted its comments to the recommendations made by the Bureau.

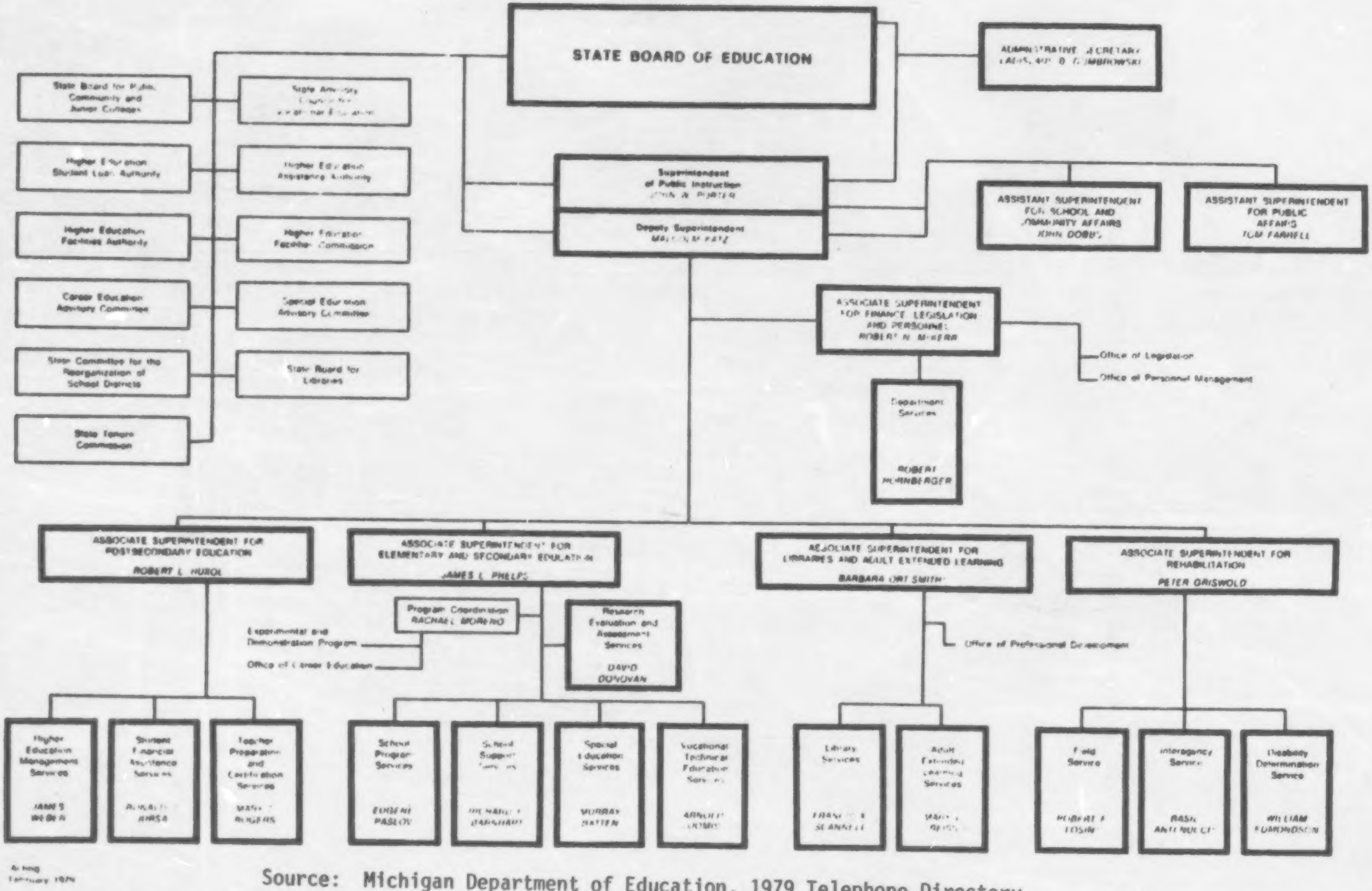
At the time of this report, the SACVE was in the process of arranging a Spring 1979 meeting which would bring together the METSC, the State's Career Education Council, the Adult Continuing Education Council, and itself, to discuss coordination problems and resources for overcoming them. Included in the discussion at the spring meeting would be those activities, goals, and objectives which were common to all of the participants. A pressing problem for all of the parties concerned had been the lack of functional methods for the identification of employment and training needs within the state. The identification of employment and training needs had been mandated as a responsibility of the SACVE, but as of this time little progress had been made in the area.

## Michigan Department of Education

The Michigan Department of Education (MDE) served as the staff support to the State Board of Education, whose members are elected for eight-year terms on an at-large basis by the voters of Michigan. There are two divisions in MDE which had been directly involved with CETA-vocational education coordination: 1) Vocational-Technical Education Services, and 2) Adult and Continuing Education Services. The State Plan for Vocational Education

Figure 2

## MICHIGAN DEPARTMENT OF EDUCATION


STATE BOARD OF EDUCATION
ADMINISTRATIVE SECRETARY
State Board for Public Community and Junior Colleges
State Advisory Council for Vocational Education
Higher Education Student Loan Authority
Higher Education Assistance Authority
Higher Education Facilities Authority
Higher Education Facilities Commission
Career Education Advisory Committee
Special Education Advisory Committee
State Committee for the Reorganization of School Districts
State Board for Libraries
State Tenure Commission
Superintendent of Public Instruction
JOHN W. PORTER
Deputy Superintendent
MALCOLM KATZ
ASSISTANT SUPERINTENDENT FOR SCHOOL AND COMMUNITY AFFAIRS
JOHN DOBBS
ASSISTANT SUPERINTENDENT FOR PUBLIC AFFAIRS
TOM FARRELL
ASSOCIATE SUPERINTENDENT FOR FINANCE, LEGISLATION AND PERSONNEL
ROBERT N. McKERR
Office of Legislation
Office of Personnel Management
Department Services
ROBERT HORNBERGER
ASSOCIATE SUPERINTENDENT FOR POSTSECONDARY EDUCATION
ROBERT L. HUXOL
ASSOCIATE SUPERINTENDENT FOR ELEMENTARY AND SECONDARY EDUCATION
JAMES L. PHELPS
Program Coordination
RACHAEL MORENO
Experimental and Demonstration Program
Office of Career Education
Research Evaluation and Assessment Services
DAVID DONOVAN
ASSOCIATE SUPERINTENDENT FOR LIBRARIES AND ADULT EXTENDED LEARNING
BARBARA ORT SMITH
Office of Professional Development
ASSOCIATE SUPERINTENDENT FOR REHABILITATION
PETER GRISWOLD
Higher Education Management Services
JAMES WEBER
Student Financial Assistance Services
KIRSA
Teacher Preparation and Certification Services
ROGERS
School Program Services
EUGENE PASLOV
School Support Services
BARNHART
Special Education Services
MURRAY BATTEN
Vocational Technical Education Services
Library Services
SCANNELL
Adult Extended Learning Services
Field Service
ROBERT E. LOSIN
Interagency Service
Disability Determination Service
WILLIAM EDMONDSON
Acting
February 1979

Source: Michigan Department of Education, 1979 Telephone Directory

(State Plan), which includes input from the METSC and the SACVE, was written and administered by the Vocational-Technical Education Service under the guidance of a State Plan Review Committee. This committee consisted of those representatives whose input was mandated by the Vocational Education Act of 1963, as amended.

The Adult and Continuing Education Services Division of the MDE had been given the responsibility for the development and administration of adult basic education and the CETA Section 112 Supplemental Vocational Education Program. This Division had field representatives who offered technical assistance to those schools and prime sponsors expressing a need for help in the formation and administration of their vocational and adult education programs. In addition, it was a frequent practice for representatives from Adult and Continuing Education to aid prime sponsors in the development of CETA Title I and youth employment programs, which may or may not have involved the use of local vocational educational facilities.

There had been some confusion as to why the Adult and Continuing Education Division was given the responsibility of administering Section 112, when the Vocational-Technical Service had been responsible for Michigan's secondary and post-secondary vocational education programs. The explanation given by the MDE staff was that Adult and Continuing Education Services was the logical candidate to administer the program, as it had administered CETA's predecessor, the Manpower Development and Training Act, and because skill development funded through Section 112 was aimed primarily at adults. With the increasing emphasis in current legislation on youth, ages 16-23, rather than on adult client groups, it may prove to be more difficult to justify Adult and Continuing Education's jurisdiction over the Section 112 program.

of the officials who were interviewed on the two councils agreed that there had been plans to coordinate their activities, but that it was the pressure of the impending Amendments which gave the staffs the impetus to get together.

Cross-representation on the councils was not implemented until the Amendments took effect on October 1, 1977. At this time, the chairman of the METSC's Plan Review Committee was appointed as a representative on SACVE. It was not until late in 1977 that a member of the SACVE was appointed as a representative on the METSC. Previous to the implementation of cross-representation, the chairman of the Bureau of Employment and Training (BET), who served as labor's representative on the SACVE, also attended METSC meetings and served as an informal liaison between the two councils.

It is interesting to note that the level of coordination between these two councils had gone beyond the level that was mandated by the 1976 Amendments. A great deal of this activity has been due to the personalities involved with the councils. The cross-representatives and the directors of the councils seemed to be personally committed to maintaining the cooperative efforts between the METSC and the SACVE. This phenomena of strong personal interest in coordination activities appears to have been present at all levels where successful efforts between CETA and vocational education were found.

### The Michigan Employment and Training Services Council and the Michigan Department of Education

The Michigan Employment and Training Services Council (METSC) and the Michigan Department of Education (MDE) had two major responsibilities that gave them an opportunity to interact. They were: 1) the development of the Annual and Long Range State Plan for Vocational Education (State Plan)

## 3. State Level Program Coordination

Until the 1976 Vocational Education Amendments were passed, program coordination between the state agencies, which regulate employment and training services, was not specifically required by law. Although CETA required coordination, it did not specify the structure or form that coordination was to take. This did not mean, however, that prior to the 1976 Amendments state agencies did not initiate coordination efforts or failed to see that they had common interests. State education agencies administering CETA Section 112 monies had established relationships with the state agency responsible for the CETA Governor's Grant, since the latter was the original recipient of 112 funds. Most coordination, however, took place on a voluntary level.

Having discussed some of the structural changes that had been made in the METSC, the SACVE, and the BET in Michigan, attention will now be turned to how the 1976 Vocational Education Amendments led to increased cooperation between these agencies.

### The Michigan State Advisory Council for Vocational Education and the Michigan Employment and Training Services Council

The State Advisory Council for Vocational Education (SACVE) and the Michigan Employment and Training Services Council (METSC) have similar functions in that they both serve in an advisory capacity on issues concerning employment and training programs in the state. Before the passage of the 1976 Vocational Education Amendments, there was little interaction between the staff and members of the councils. Although both councils recognized the need for close ties, indeed, the SACVE established as a priority its responsibility to study CETA-vocational education programs, cooperation did not become a reality until just before the passage of the Amendments. Most and 2) the administration of the Section 112 Supplemental Vocational Education Program. Staff for the METSC and the MDE had recognized these responsibilities but were in disagreement over whether these coordinative responsibilities were being implemented in an effective manner.

The BET, which provided staff support to the METSC, had the responsibility of supplying the MDE with the data necessary for development of the State Plan. Although the BET and the METSC had been sent the State Plan for review purposes, this was usually only done after the plan was well on its way to being approved by the State Board of Education. To comply with the 1976 Vocational Education Amendments and to increase the level of coordination, however, the MDE instituted some reforms in the development of its new State Plans.

The 1977-78 State Plan, which was the first plan to be signed off by the State Plan Review Committee, did have the signature of a representative of the METSC. The MDE had begun to listen attentively to suggestions made by the METSC with regard to the State Plan. For example, the METSC had often complained to the MDE that the State Plan was not particularly helpful to CETA prime sponsors, as it did not provide enough information relevant to the prime sponsors' geographic areas. In response to this complaint, MDE disaggregated the data for fiscal year 1978 so that the State Plan would now include a school district vocational education panel and a statewide summary plan as well.

The involvement of the MDE personnel in the development of the four percent Title I State Services Grant had been minimal. They had submitted comments of program priorities but those comments had not been specifically addressed by the METSC. There was one area, however, where the MDE had a major impact on CETA state policy, the Section 112 Supplemental Vocational

Education Program. CETA specifies that five percent of a state's Title I funds must be allocated to the state vocational education agency to provide prime sponsors with supplemental vocational education. The state department of vocational education must develop nonfinancial agreements with prime sponsors which specify the vocational needs that are to be addressed. Funds are then allocated to the local vocational education agencies to supply the services necessary to meet the agreement upon vocational needs (see Figure 3). Michigan does not have a separate state department of vocational education; consequently, the MDE had assumed the responsibility for the policy formulation and the administration of the Section 112 Supplemental Vocational Education Program. The MDE's willingness to assert authority over this program caused some underlying conflict between the MDE and the BET.

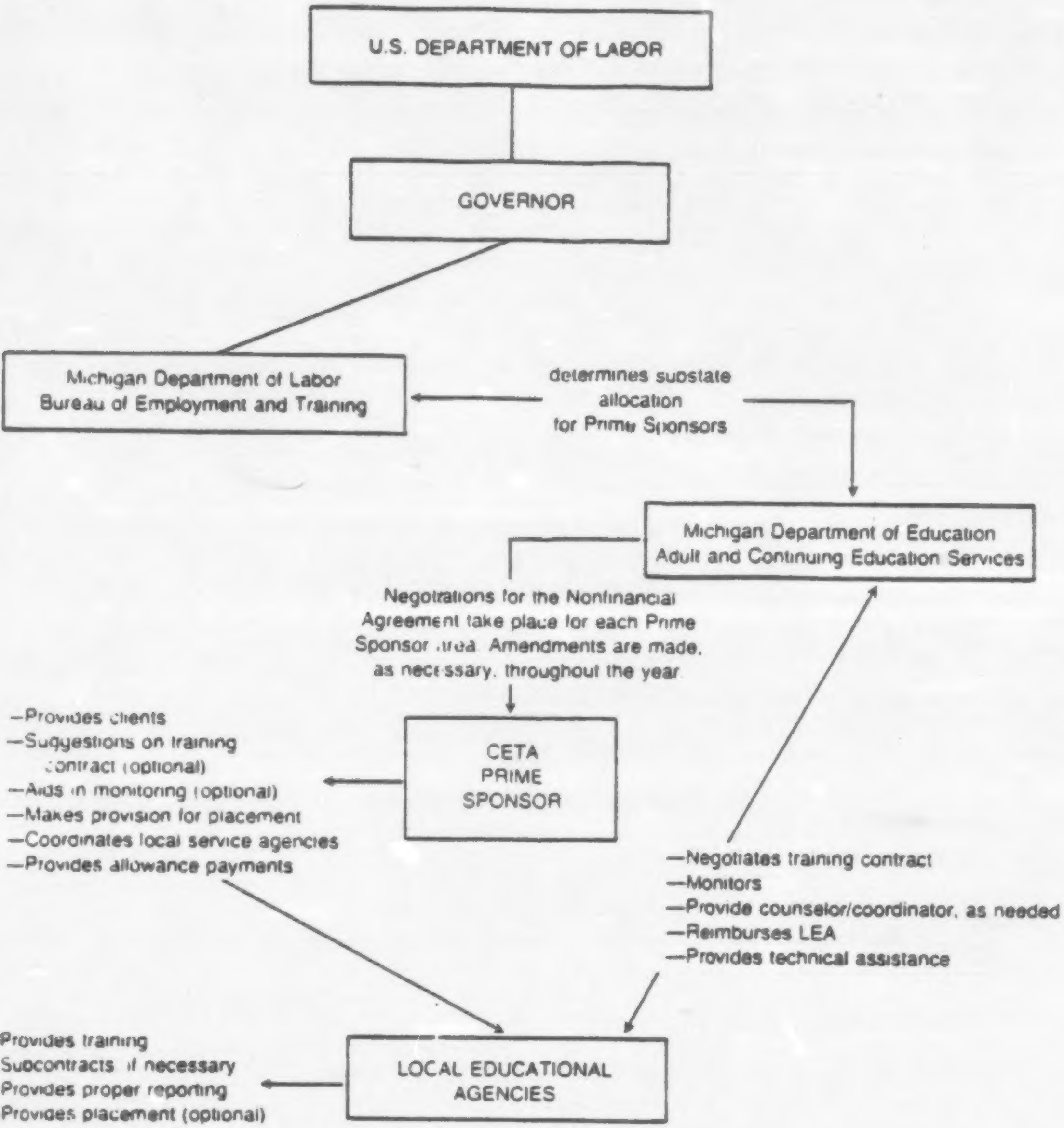
The MDE, the METSC, and staff, in recognition of the importance of state level policy and program coordination, had taken steps to facilitate increased communication and cooperation. In March of 1977, the BET appointed a staff member to serve as a liaison with the MDE. The liaison met with MDE staff to monitor the State Plan, to develop Section 112 program guidelines, and to exchange information on CETA programs being conducted by educational institutions. The liaison also assisted in the development of an agreement between the State Department of Labor and the MDE which was designed to facilitate the sharing of information and to clarify each agency's philosophy and goals.

Regardless of past difficulties, the METSC and its staff had shown concern over the issue of coordination. The BET had developed a guide to provide prime sponsors and state agencies with program information which would enable employment and training agencies to develop a more comprehensive approach to the provision of employment and training services. They also

Figure 3

## VOCATIONAL EDUCATION 5% FUNDS

## FUNDS AND FUNCTION FLOW CHART


U.S. DEPARTMENT OF LABOR
GOVERNOR
Michigan Department of Labor Bureau of Employment and Training
determines substate allocation for Prime Sponsors
Michigan Department of Education Adult and Continuing Education Services
Negotiations for the Nonfinancial Agreement take place for each Prime Sponsor area. Amendments are made, as necessary, throughout the year.
CETA PRIME SPONSOR
—Provides clients
—Suggestions on training contract (optional)
—Aids in monitoring (optional)
—Makes provision for placement
—Coordinates local service agencies
—Provides allowance payments
—Negotiates training contract
—Monitors
—Provide counselor/coordinator, as needed
—Reimburses LEA
—Provides technical assistance
LOCAL EDUCATIONAL AGENCIES
-Provides training
- Subcontracts if necessary
-Provides proper reporting
-Provides placement (optional)

Source: Employment and Training Services Council, 1977 Report to the Governor, (Lansing, Michigan, 1977) p. 19.

sponsored a conference which brought together officials from prime sponsors and local education agencies, with the intent of facilitating interagency cooperation on the issue of youth employment.

The MDE had made an increasing effort toward including the METSC and its staff in the State Plan for Vocational Education (State Plan) and in the administration of Section 112 programs. The METSC Plan Review Committee received drafts of the 1978 State Plan and staff members sat on the Vocational Education State Plan Review Committee which served in an advisory capacity in the development and administration of the plan. In its Annual Program Plan on the administration of the Section 112 funds, the MDE was careful to stipulate that all programs demonstrate a mechanism for linking vocational education with basic adult education programs and with CETA employment and training programs. The Adult and Continuing Education Service division of MDE developed a plan to provide for the coordination of CETA and Basic Education Opportunity Grants. The implementation of this kind of program should allow those in need of employment and training services to enroll concurrently in general education and occupational skill training programs. The annual Program Plan also stated that written cooperative agreements be developed by the State Board of Education with all related employment and training agencies including the Michigan Department of Labor, the Michigan Employment Security Commission, and the Michigan Department of Social Services.

From the preceding discussion, it appears that the MDE and the METSC had gotten off to a slow start in program coordinating. Furthermore, a fairly accurate appraisal of the situation would be that the level of coordination between the MDE and the METSC had not changed in any appreciable extent since the enactment of the 1976 Vocational Education Amendments. The

METSC and its supportive staff was perceived to have more input into the vocational education Five Year Plan due to the mandates of the Vocational Education Associations; however, many of the changes that were hoped to come about never materialized. The involvement of the METSC had, in reality, been limited to reviewing and commenting on the plan in its final stages, rather than in the total development of the plan.

One problem which still needed to be overcome before better coordination could be achieved, was the lack of good output information from vocational education. The State Occupational Information Coordination Committee (SOICC), as mandated by the Vocational Education Amendments, had not been seen as the answer to the alleviation of this information gap. It was thought that the SOICC would lead to a "best deal" shopping situation and cause needless competition between private and public vocational education agencies. (In Michigan the members of the SOICC had been designated and some of the "machinery" was in place. However, as of November 1978, three of its members were leaving their positions in their specific agencies, which left major information gaps on the Council.) The MDE was in favor of putting together some sort of statewide data base. This base would contain both what is currently being done and what is planned to be done in terms of training programs. This data base would enable any institution to know the statewide capabilities of a particular training program before such a program was instituted.

## The State Advisory Board for Vocational Education and the Michigan Department of Education

As an advisory board on the development and administration of vocational education in the State of Michigan, the State Advisory Council for Vocational Education (SACVE) had attempted to work closely with the Michigan Department of Education (MDE) on issues concerning vocational education. The SACVE had a State Plan committee, which functioned to impact on the development of the State Plan for Vocational Education. There was always at least one SACVE representative sitting on the State Vocational Education Plan Review Committee, and according to SACVE staff, this representative's input had been increasing over time. As part of its Annual Report, the SACVE makes recommendations on the improvement of vocational education in Michigan to the State Board of Education. These recommendations are then circulated down through MDE staff members, whereupon responses to the comments are formulated and passed to the State Board of Education for approval. The 1978 Michigan State Plan for Vocational Education included the SACVE recommendations and the State Board of Education's responses to these recommendations. The inclusion of the SACVE recommendations in the State Plan had, however, been in practice before the passage of the 1976 Vocational Education Amendments.

Another issue over which the SACVE had been in disagreement with the State Board of Education was the assignment of Section 112 programs to the MDE's division of Adult and Continuing Education Services. When CETA was first passed, the SACVE suggested it be recognized as the advisory body charged with the responsibility of overseeing the Section 112 programs. The State Board of Education did not agree with the suggestion, arguing that Section 112 was under the rightful jurisdiction of the director of Adult and Continuing Education Services, since this division had the experience of administering the Manpower Development and Training Act, which was also concerned with adult vocational and continuing education programs. The SACVE then made the suggestion that Section 112 be placed under the jurisdiction of the Vocational-Technical Education Services division of the

MDE to facilitate CETA-vocational education coordination. This suggestion was also rejected by the State Board of Education.

It is not unlikely that this debate will continue between the SACVE and the Board of Education, as increasing emphasis is placed on youth employment and training programs.

Since the passage of the Vocational Education Amendments the primary area of effort in increasing the coordination between the SACVE and vocational education had centered around increasing the role that the SACVE had in the formation of the State Plan for Vocational Education. The SACVE committee dealing with the State Plan had been relatively weak. In the past the director and chairman of the SACVE had been the only individuals to take an active part in reviewing and commenting on the plan. They made their input by applying direct pressure on those in the MDE who were responsible for formulating the plan. Thus, as we have seen before, it was primarily the strength of the personalities involved, which fostered the growth of coordination. Increased efforts are needed to obtain input from the entire SACVE and to make the MDE more responsive to the inputs of the SACVE.

### 4. State-Local Level Coordination

The relationship between state and local level employment and training and education agencies had been shaped by the fact that although state level agencies set policy and offer technical assistance, local level agencies must provide the direct services to program participants. Prime sponsors and vocational education institutions had exercised local discretion over a large proportion of the funds they received, making it difficult for state agencies to enforce state level policies.

One way to solve this problem was to include input from local level agencies before state policy was made final so that there was some concensus on the policy issues addressed. The State Board of Education conducted local public hearings throughout the state which allowed local vocational educators and representatives from the public to have input in the State Vocational Education Plan. The proposed State Plan was also sent to community college deans, professional associations, and more recently to state advisory councils to obtain comments on the concepts contained in the proposed plan.

Input was also requested by the MDE on policy issues concerning Section 112 programming. Local vocational education institutions impacted on Section 112 programs either by going through the education representative of the manpower planning council or by going directly to the division of Adult and Continuing Services. Prime sponsors were able to have a direct influence on Section 112 programs by developing the nonfinancial agreement jointly with the division of Adult and Continuing Education. The importance of the nonfiancial agreement is that it gives the parties involved a chance to come to a mutually beneficial agreement on the types of services to be provided through the Section 112 program.

In its role as an advisory council on the State Vocational Education program, the SACVE had been required by law to hold public hearings which would allow the general public to express views on vocational, occupational, and career education. In keeping with the law, the SACVE held an average of four public hearings a year. The SACVE used these hearings to administer a survey assessing the public's view of vocational education in Michigan. The SACVE received feedback on the opinions of local level vocational educators by maintaining contact with representatives of the Career Education

Planning District, a regional district which may include several local school districts. One of the benefits of this structure was that it allowed policy makers, such as the SACVE, to obtain information on local vocational education programs without meeting with an unmanageable number of local representatives.

The METSC, which had seven members who represented prime sponsors, had been mandated to review and comment on each prime sponsor's Title I plan before it was approved for funding by the federal government. This enabled the Council to offer prime sponsors feedback on the strengths and weaknesses of their plans and provided a mechanism whereby CETA employment and training plans could be collected on a state-wide level. Since the U. S. Department of Labor also reviews prime sponsor plans before they are approved for funding, the METSC decided to concentrate on local program coordination. In this area, the METSC developed a guide to documented coordination on the provision of employment and training services at the state and local level. Using this guide, the prime sponsors' annual program plans are evaluated on intra-governmental coordination and utilization of available services and facilities.

The METSC served as the main link between prime sponsors and the BET. As a rule, the BET did not give prime sponsors technical assistance in the development or administration of their annual plan, as there were U. S. Department of Labor representatives who had been assigned this responsibility. The BET did, however, give prime sponsors technical assistance on the kinds of information needed to prepare the Michigan Employment and Training Services Council's Annual Report to the Governor. There were also occasions when the BET held conferences for prime sponsors within the State. These conferences covered such issues as the use of labor market information and methods for coordinating programs with local and state level agencies.

Even with these attempts at improving coordination, it was generally agreed that, at the state and local levels, the coordination between CETA and vocational education had not matured in the past years. Those persons who were in charge of CETA and vocational education activities at the state level were of the opinion that they had been hearing prime sponsors raise the same problems and concerns that they did the year before. Some of the prime sponsors that were interviewed continued to have strong reservations about vocational education, as they felt that the vocational education agencies had been very uncooperative in assisting them in the development of training programs. On the other hand, these institutions expressed concern that prime sponsors were not sympathetic to such institutional differences as program start-up time, planning time, and philosophical and organizational goals and objectives.

### 5. Administration of Supplemental Vocational Education Program (Section 112 of CETA)

The Supplemental Vocational Education Program (Section 112) of CETA mandates that five percent of a state's total Title I funds be set aside to supply vocational education services in areas served by prime sponsors. The Section 112 grant is allocated to the Governor who must then provide vocational education services through state departments of education. CETA requires that the Michigan Department of Education negotiate a nonfinancial agreement with each prime sponsor. The nonfinancial agreement must specify the types of vocational education services needed in the area served by the prime sponsor. The MDE then reimburses local education agencies and community colleges for the delivery of negotiated services (See Figure 3).

In Michigan, the BET is the original recipient of the Section 112 grant, which is then immediately transferred to the Adult and Continuing Education Services of the MDE. As the original recipient of Section 112 funds, the BET is required by law to apply for the Section 112 grant. However, the MDE is responsible for writing a comprehensive program narrative that must also be submitted to the federal government. In order to complete their grants, the two agencies must exchange information on the amount of Section 112 funds that will be allocated to each prime sponsor and the number of nonfinancial agreements that are completed by the due date of the grant application.

The establishment of policy and the development of the Annual Program and Administrative Guidelines for the Section 112 program are the responsibilities of the MDE. These documents are then sent to the METSC and its staff for comments and recommendations. The authority to make a final determination on Section 112 policy and programs appeared to lie with the MDE. The MDE's domination over Section 112 policy and program guidelines distressed those prime sponsors and BET staff members who disagreed with the MDE's policies on employment and training, which excluded the use of Section 112 funds for allowance payments and similar supportive services.

The METSC and the BET were able to impact on Section 112 programs through their assessment of the programs on a quarterly basis. The MDE, which conducted its own analysis of the program, sent the BET information on the amount of funds being expended, the utilization of these funds, the number of participants being served, and the program's results. Most of the analysis done by BET was based on the implementation of the nonfinancial agreements in terms of planned versus actual expenditure and planned versus actual performance. The results of the BET's program analysis led to some change in MDE policy. In fiscal year 1977, BET reported that eight prime sponsors underexpended their vocational education funds. As a result of this analysis, the MDE started a policy whereby underexpended funds would be reallocated to areas where needed.

Ninety-two percent of the Supplemental Vocational Education funds were distributed to prime sponsor areas based on the percentage of the state's total Title I allocations. The remaining eight percent were set aside for administrative costs. The MDE received the bulk of these funds for the administrative staff support, with the balance going to BET for grant related administrative costs.

In developing Section 112 programs with prime sponsors, the MDE gave preference to occupational training projects with an education and work experience component because it believed that this type of program leads to direct employment in the private sector. In an effort to provide a prime sponsor area with a program that met local needs, the MDE and prime sponsors conducted a needs analysis survey which examined the funds available, the number of clients to be served, the demand for occupations within the area and the impact of a proposed plan on minority groups. This information was then used to develop a program which would lead to unsubsidized employment. The programs funded were of two types: class-sized programs, which enrolled a minimum of fifteen people for training in a specific occupation, and individual referral programs, which utilized existing training programs in community colleges and private schools. Whenever possible, programs were developed in a manner which allowed Section 112 enrollees to take part in education activities that were funded by Basic Education Opportunity Grants.

In Michigan, as in many states, the issue of whether training allowances should be paid with Section 112 Supplemental Vocational Education funds had become controversial. The MDE was unwilling to utilize Section 112 funds to pay for training allowances directly contributing to occupational skill development. The scarcity of information, coupled with the small amount of Section 112 funds available to meet the increased need for occupational training, had led to the belief that the payment of allowances would result in an inefficient use of funds.

The refusal to pay allowances was met with some resistance by prime sponsors and BET staff who felt that Section 112 programs should be flexible enough to pay for allowances, child care and transportation, all of which were allowable under the current federal regulations. These people argued that, although Section 112 programs involved a relatively small amount of funds, they should have been able to receive Section 112 funds to pay for supportive services. In an attempt to come to some kind of agreement over the issue of supportive services such as allowances, the MDE had been conducting an investigation in hopes of reaching an equitable solution.

The development of the nonfinancial agreement between the MDE and the prime sponsor is a fundamental part of the Supplemental Vocational Education Program, since it is used to outline the specific services that were to be supplied and the manner in which these services were to be coordinated with a prime sponsor's Title I employment and training activities. The agreement contains a statement of community needs, the impact of the services being provided to meet these needs, and a cost-benefit analysis, which specifies the expected results.

## 6. Analysis of Supplemental Vocational Education Program (Section 112 of CETA)

State officials were in substantial agreement on the issue of whether the Section 112 Supplemental Vocational Education Program had promoted coordination between employment and training agencies and vocational education institutions. They believed that if nothing else, Section 112 programs caused prime sponsors and vocational educators to notice each other and encouraged the exchange of information on various kinds of employment and training programs being offered in the local geographic area. It was felt, however, that Section 112 did not significantly impact program coordination because the relatively small amount of funds involved was not enough incentive to affect the decision making process of local officials.

The availability of Section 112 funds had not changed the way prime sponsors and vocational educators planned and developed training programs. Most of the services provided through Section 112 funds were extensions of the standard vocational education programs that were provided under the Manpower Development and Training Act. Occasionally, unique programs had been developed by prime sponsors to fulfill specific needs, but more often than not, prime sponsors and vocational educators preferred programs that were already in place. Different program orientations and planning schedules hindered the ability of prime sponsors and vocational educators to agree on the types of programs to be offered under Section 112. Prime sponsors had complained that they had experienced difficulty in setting programs at educational institutions because the education system was structured in a manner that failed to give schools funding credit for students involved in short, intensive programs. This made schools reluctant to negotiate flexible programs which provided intensive training to CETA enrollees. Educators argued that they must operate on a fiscal year basis for financial reasons, and that until recently, when the start of the federal fiscal year was changed from July to October, the school needs assessment process did not meet with that of the prime sponsor's. The discrepancies in the funding cycles had meant that information on programs had to be reported before actual training began, making it appear as though vocational education institutions were unable to spend the funds that had been allocated.

In most cases the development of Title I programs had not been coordinated with the negotiations of the nonfinancial agreements, largely because prime sponsors had been more concerned with the greater amount of funding at stake in Title I programs. Section 112 programs, which had funds equal to five percent of those in Title I programs, received prime sponsor attention only after the federally established deadlines for Title I programs had been met. State level officials felt that the regional U. S. Department of Labor office aggravated the situation by accepting the Title I plan without considering the Supplemental Vocational Education component. These same officials believed this planning problem could be remedied if the federal government made Title I funding contingent upon the simultaneous preparation of the Title I plan and the Section 112 nonfinancial agreement.

All the officials who were interviewed agreed that Section 112 legislation should be changed; however, they did not agree on the direction of these changes. One suggestion, made most often by the BET staff, was that Section 112 be replaced by a clearly written legislative mandate which delineated the relationship between prime sponsors and vocational education institutions and required that the educational system be the recipient of a specified proportion of Title I funds. Under this type of legislation, the prime sponsor would contract for vocational education services directly with local vocational education institutions, with the requirement that the education community sign off the prime sponsor's grant application before it was accepted for funding by the federal government. The MDE staff preferred that the Section 112 program be expanded and that the MDE be given the authority to withhold funds from prime sponsors unwilling to get together with local educators. The staff would have not, however, been opposed to the elimination of Section 112 if a better mechanism for coordination was instituted.

The most frequently suggested method to improve coordination was one which would give the governor and state agencies more authority over the coordination of CETA programs. This was based on the idea that once the state is given the "muscle" to force coordination, prime sponsors would take this need seriously. Proponents of increasing state level authority over employment and training coordination recognized that, unlike the state, local level agencies were able to tailor their approach to solve problems unique to the area. They felt, however, that state level formulation of policy and planning and state level technical assistance would not preclude local level agencies from being responsible for program development and administration.

### 7. The 1976 Vocational Education Amendments

With the enactment of the 1976 Vocational Education Amendments, state and local officials were hopeful that the Amendments would have a positive effect on CETA-vocational education coordination. It was felt that, if taken seriously, council cross-representation and cross-commentaries on the annual reports would promote a free exchange of information with a resultant reduction in service duplication. Some officials suggested that the cross-representation would be more effective than the commentaries because it would allow each side to exchange ideas and work together on employment and training policy, rather than to simply comment on policy already formulated and in place. It was often pointed out that although the Amendments encouraged state level advisory bodies to remove barriers to coordination, they failed to provide coordination incentives to local level policy makers and administrators, where program coordination could have the greatest beneficial impact.

The perceptions of the success of the Amendments in affecting CETA-vocational education coordination activities had been favorable. State and local officials felt that the Amendments might have affected local level planning and coordination by leading toward an increased input by local CETA operators and educators at state level council meetings and increased cooperation and activities at the local council level. It is apparent that the growing volume of federal legislation in both labor and education made educators and prime sponsors aware of each other. This awareness and coordination between the two would have probably occurred without the legislation, according to most individuals in the field; however, it would have taken much longer.

The Amendments spurred coordination at the state level between vocational education and CETA in certain ways. A variety of activities, including the use of METSC public meeting, occurred in Michigan earlier than the deadlines mandated by federal legislation. The use of cross-representatives on the SACVE and the METSC was felt to be a contributing factor toward state level coordination. As was stated earlier, these representatives were in place before the mandates took effect. The Amendments were a contributing factor, however, to the speed at which cross-representation took place. State officials stated that though the Vocational Education Amendments were not the entire reason for these activities, they were important in presenting the philosophies and concerns of the Congress in the area of CETA-vocational education coordination.

## 8. Youth Employment and Demonstration Projects Act of 1977

Prior to its enactment, there was some disagreement as to whether the Youth Employment Demonstration Projects Act (YEDPA) would promote coordination. Staff members from the MDE predicted that the Act would lead to an improvement of coordination because it would force representatives of prime sponsors and local education agencies to meet together and discuss issues on the employment and training services to youth. It was felt that the Act involved the funds necessary to motivate the two groups to aggressively promote their respective interests. The BET staff were a bit more skeptical about YEDPA and were upset by its contradiction with CETA's original legislative intent, which gave prime sponsors the authority to determine the mix of employment and training services. The staff also expressed concern over the willingness of local education agencies to take part in the Title III Program. It was pointed out that in the Balance of State Area, many local education agencies did not take an active part in Title III plans due to a lack of awareness about the program and a preference to maintain the status quo. It was thought, however, that as the Youth Act became established, local education agencies would become more active in Title III programs.

Since YEDPA for the most part had effected coordination efforts at the local level, secondary educational institutions and prime sponsors were asked for their perceptions on YEDPA as a linkage mechanism. Prime sponsor areas exhibiting positive coordination efforts were selected to include a diverse geographic and demographic sample. Included were urban and rural areas; metropolitan, suburban and county consortium prime sponsors; and areas of high unemployment, low unemployment and high target group populations. These target groups included Native Americans, Chicanos, and Blacks. Areas within the upper and lower peninsulas of Michigan were also studied to determine whether regional differences impacted on CETA-vocational education coordination.

On the average, successful coordination efforts were found where there existed a strong and positive working relationship between the prime sponsor and the local education agency (LEA). The LEA tended to be very strong and generally received adequate funds from Education. Therefore, a balance of power usually existed in which neither side was dependent on the other. In some instances, however, prime sponsors were forced to deal with LEA's since the presence of private agencies capable of adequate vocational training was limited. Similarly, in one area of extremely high unemployment, which tended to increase the availability of funds for the prime sponsor, LEA's were fully cognizant of the financial power held by the prime sponsor. Nevertheless, both the LEA's and prime sponsors realized the independence of each other.

Another contributing factor influencing these prime sponsors was the interest expressed in CETA-vocational education linkages by county commissioners sitting on the Consortium Boards.

A particularly good example of planned coordination existed in a small metropolitan prime sponsor area located next to a large urban area. Because of the large number of LEA's seeking YEDPA funding, the local Board of Education set up a youth program coordination unit acting as a liaison between the area prime sponsors and the LEA's. This type of unit tended to streamline channels necessary for data collection, funding information, and paperwork. It also allowed equal access to the prime sponsor for all LEA's without straining the limited staff time of the prime sponsor. Though the prime sponsor had questioned the high cost of salaries involved in maintaining this unit, it still expressed a positive attitude toward the activities and success of the program.

Probably the single most notable factor contributing to the successful linkage between prime sponsors and LEA's was the ability of an LEA to enter into an open-entry, open-exit training program approach. There had been an increasing number of private as well as public vocational education schools entering into agreements with prime sponsors. It had been found that public K-12 institutions were engaging in coordinative activities with prime sponsors when the needs of the prime sponsors coincided with the programs being offered with K-12 schools. It should be noted that in practically every instance, coordination at the local level with educational institutions involved the incorporation of short-term funded programs from a prime sponsor and the use of an open-entry, open-exit program setup. Thus, it appeared that the incorporation of short-term funding and open-entry, open-exit programs were two important criteria for local level program coordination. In almost every instance these programs had either been developed and were functioning within the educational institution, or they were technically feasible due to existing classroom space, teachers and equipment. LEA's working closely with prime sponsors in program planning stated that they had run into trouble with these activities through improper screening of participants and impractical or data curriculum content For the most part, however, these LEA's were very knowledgeable in their area's labor market needs, had excellent placement programs, and consequently were very efficient at offering training programs desired by the prime sponsor.

## 9. Conclusion

In Michigan, state level employment and training agencies appeared to be taking initiative in the area of coordination, partly in response to federal laws mandating coordinative activities. The METSC and the SACVE made little attempt to implement the requirements of the 1976 Vocational Education Amendments until shortly before they went into effect on October 1, 1977. Failure to coordinate prior to this date can probably be attributed to a lack of momentum, rather than an unwillingness to get together. Those who were interviewed stated that the Amendments gave the councils a welcomed impetus to take coordinative action.

Until the development of Michigan's 1978 Annual and Long Range Plan for Vocational Education, the METSC and the SACVE had only nominal impact on the State Plan. Although staff from the MDE stated that input had been solicited from the councils, the plans themselves and the information provided by council staff contradict this assertion. It does appear that the councils' input had been taken seriously, as evidence by the appointment of council representatives on the State Plan Review Committee and the inclusion of council recommendations in the 1978 State Plan.

At first glance it appeared as though decisions on Section 112 Supplemental Vocational Education policy formulation and program administration were made jointly by the MDE and the BET. Further investigation indicated that the MDE exercised its legal right to make the final Section 112 decisions. This had caused some resentment among BET staff members who felt that the MDE was too inflexible on the issue of allowable services to be provided under Section 112 programs. This issue, along with the failure of both agencies to exchange anything more than the required information necessary to the 112 program, had led to a somewhat strained relationship. Recognizing that the relationship between the two agencies had potential for improvement, a movement was made toward the establishment of liaisons

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responsible for improving information exchange and for promoting a better understanding of each agency's philosophy and goals. Staff from both agencies looked forward to an improved coordinative relationship.

Although Section 112 had provided a forum which allowed prime sponsors to become familiar with local vocational education programs, the difficulties involved in negotiating the nonfinancial agreement and in completing the required paperwork were perceived as cancelling any benefits the program might have engendered. The prevalent feeling was that local level coordination might be implemented more effectively if states were given a larger role in establishing employment and training policy. There were complaints over CETA's failure to clarify the relationship between state agencies and over the lack of authority given to state governments to force coordination at the local level. Representatives from the MDE and the BET thought it would be beneficial to allow prime sponsors to negotiate directly with local educators for employment and training services, as long as this was accompanied by a mandate which increased the State's authority to block funding on prime sponsor plans that failed to show established mechanisms in the area of local coordination. This suggestion of course came from state officials, who had the most to gain should it have been implemented.

Until recently, coordination of employment and training and vocational education policy did not have much success. It appears, however, that the enactment of the 1976 Vocational Education Amendments, along with a voluntary recognition of the importance of cooperation, had contributed to the promotion of coordination between those state agencies directly affected by the amendments. The METSC and the SACVE welcomed the opportunity to work together on overlapping areas of concern. The MDE, having stated that it was taking the amendments seriously, were in the process of increasing the input of the advisory councils and the public on the Annual and Long Range State Plan for Vocational Education. It was apparent that the state agencies described in this report were taking action in coordination and that this had some impact on state policy development.

## C. NEW JERSEY IN-DEPTH INTERVIEWS

### 1. Introduction

The results of the in-depth interviews in New Jersey proved to be especially interesting in light of an inter-agency agreement which had further defined the roles of the State Manpower Services Council and the Division of Vocational Education with regard to the Supplemental Vocational Education Program. In addition, the increased number of joint meetings between the State Manpower Services Council and the State Advisory Council for Vocational Education had resulted in increased coordination. The utilization of joint meetings between these two Councils is important, as it is a practice which could be easily adopted by other states.

### 2. The Structure and Organization of the State Advisory Councils and the New Jersey Department of Education

#### The State Manpower Services Council

The State Manpower Services Council (SMSC) was established in New Jersey in compliance with the mandates of Section 107 (b) of the Comprehensive Employment and Training Act of 1973 (CETA). The Council had functioned since early 1974 when it was established by the Governors Executive Order No. 5. The Governor of New Jersey appointed the State's Commissioner of Labor and Industry as chairperson of the Council. In order to select members for the SMSC, the SMSC staff obtained input from the public and developed a list of possible appointees. The Governor then selected candidates from this list for 21 positions on the council. Members appointed to the council were required by both federal and state law to represent certain segments of the population: CETA prime sponsors, representatives from labor, vocational education personnel, industry, the client community, and the general public.

The staff of the New Jersey SMSC is a special division of the Department of Labor and Industry under the Assistant Commissioner for Human Resources. The Employment Service is also under the jurisdiction of the Assistant Commissioner for Human Resources. The staff is directly responsible to the council and has been generally recognized as outside the Labor and Industry heirarchy. But since the chairman of the SMSC was the Commissioner of the Department of Labor and Industry, the connections with the "regular" department had remained quite strong. The New Jersey SMSC staff had been given fairly wide discretion in dealing with vocational education personnel on both Section 112 funding and CETA programming. They had also been active in interacting with prime sponsors and providing technical assistance for vocational education programs funded under the Section 112 Supplemental Vocational Education Program. The staff had developed inter-agency agreements with various education divisions, as well as a joint policy statement of Labor and Industry and Education outlining the guidelines for the planning and administration of the Section 112 funds.

The SMSC staff had been trying to develop a working relationship with state and local vocational education personnel. For instance, the staff had field representatives that had been meeting with prime sponsors, local

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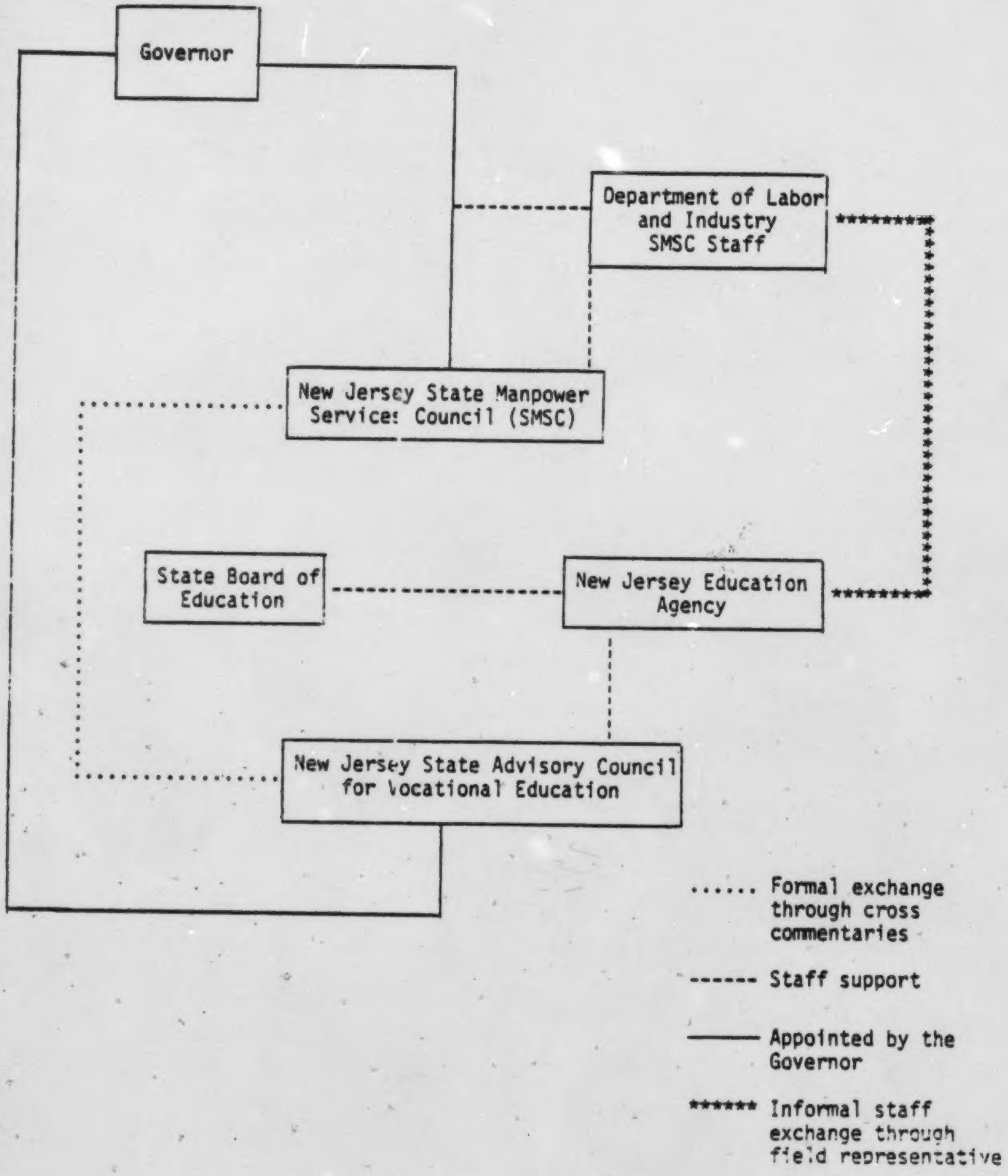
vocational education personnel, and field representatives from the vocational education section responsible for administering Section 112 funds. In an attempt to increase the pace of coordination between CETA and vocational education, the staff used informal contacts, and formal cross-correspondence and membership on the State Advisory Council for Vocational Education (SACVE) from SMSC. The staff also developed position papers on various employment and training needs, including vocational education programs and Section 112 funding. Figure 4 shows the basic structure of CETA and vocational education institutions at the state level.

While the staff had begun to develop strong connections with state education staff, its input to both state and local level education policy makers had not been very strong. Field representatives from the SMSC had much better success communicating with the local staff of vocational education institutions than had the state and local level policy makers. One real problem area for these local field representatives had been the proliferation of local level education councils. The United States Department of Health, Education and Welfare study on education councils in New Jersey had estimated their total number at close to 10,000. This large number of local education councils made local education policy difficult to plot for field representatives. The efforts of finding the most important local councils, however, could be extremely useful in developing programs of use to prime sponsors. Despite these areas of difficulty, the SMSC staff members felt they were progressing well with vocational education coordination. They expressed the feeling that, compared with the previous two years, the last two years had seen vast improvement in coordination.

The CETA legislation required that the SMSC "review employment and training plans of prime sponsors and state agencies, to monitor these plans

Figure 4

NEW JERSEY


Governor
Department of Labor and Industry SMSC Staff
New Jersey State Manpower Services Council (SMSC)
State Board of Education
New Jersey Education Agency
New Jersey State Advisory Council for Vocational Education
...... Formal exchange through cross commentaries
------ Staff support
Appointed by the Governor
****** Informal staff exchange through field representative

and make recommendations toward their improvement, and to make an annual report to the Governor, which summarizes the status of CETA programs within the state." In order to accomplish these required duties, the SMSC in New Jersey established six standing committees to deal with various aspects of employment and training. Among these committees was a standing committee for vocational education. There were others which dealt with such areas as plan review, program monitoring, and inter-agency coordination. It had been through the committee for vocational education that the SMSC made its major policy decisions regarding the planning and implementation of vocational education within the State.

The SMSC Plan and Review Committee had little involvement with the evaluation of CETA Title I programs, as the federal review of such programs had been thorough. As a result, where the SMSC had been involved in the review of Title I plans, it primarily focused upon attempts to fully utilize and coordinate the efforts of the various state manpower agencies.

The monitoring of CETA programs consumed a substantial portion of the time of the SMSC staff. Attempts had been made by the Monitoring Committee to avoid the duplication of monitoring efforts made by other federal or state agencies and the council had also avoided any replication of the internal monitoring being performed by the agencies themselves. Thus, the primary focus of the SMSC's Monitoring Committee had been for the purposes of: discerning statewide problems and trends, examining ways in which the professional standard of the program could be elevated, and analyzing the relationships between CETA and state agencies.

The approach that the New Jersey SMSC followed with its program monitoring had been to examine each program component one by one, to determine how well it was functioning, how it related to other components within the system, and how the program components had been linked with related services in the community. The functional ability of a program component had been determined by means of interviews with the Manpower director, the operating agency, and the host agency, along with a review of case records. This procedure had been followed by participant and employer questionnaires, which enabled the Program Monitoring Committee to determine how well a program had been related to other agencies.

Another function of the SMSC was to effect better coordination. This function had been difficult to define since coordination activities had come out of plan review, program monitoring, and general and specific technical assistance efforts. The efforts the New Jersey SMSC had made to foster joint planning between CETA prime sponsors and the Employment Service, between prime sponsors and Title XX planners, and the relationships between CETA and vocational education, are examples of coordinated planning which may ultimately lead to a complete integration of manpower delivery systems.

Since the passage of the Vocational Education Amendments of 1976 the level of coordination between the New Jersey SMSC and the various state agencies had improved. These improvements had taken the form of tangible products (reports, planning documents, and studies on the improvement of coordinative efforts), as well as the more intangible perceptions of those personnel and officials involved in CETA and vocational education programs. For example, the SMSC staff had recently distributed a questionnaire which enabled them to more clearly ascertain the role of CETA prime sponsors in the Supplemental Vocational Education Program (Section 112). This survey proved to be extremely useful in the determination of how to better assist prime sponsors in vocational education coordination and how to best develop the SMSC role in the coordinative process.

## The New Jersey State Advisory Council for Vocational Education

The Vocational Education Act as enacted in 1963 and amended in 1968 provided for grants to states for maintaining, improving and developing programs of vocational education. This act called for designation of a single state board or agency to administer the funds and establishment of an independent State Advisory Board on Vocational Education (SACVE). The New Jersey Advisory Council on Vocational Education was the single body with statewide advisory responsibility for vocational education. The 1976 Vocational Education Amendments have expanded the responsibilities of the SACVE in several areas.

The SACVE in New Jersey is appointed by the Governor. He or she accepts recommendations from several sources, but the most influential source seemed to be the State Board of Education. Once the council was chosen, it was the first responsibility of the membership to elect a chairperson. The SACVE was staffed by two persons, an executive director and a secretary. While they were civil servants in the Department of Education, they were responsible only to the Council. The one major problem with a small professional staff was that the Council often had to rely on outside sources for its research and data.

The SACVE had been charged with several responsibilities. It was to advise the State Board on the development of the State Plan for Vocational Education and Occupational Education (State Plan). This included the preparation of both long-range and yearly program plans. Furthermore, the council must advise the State Board of policy matters arising from the administration of the State Plans and on the availability of vocational, occupational, technical, and career education programs to persons needing such education. The council had also been required to hold public meetings and hearings through which the general public could express views concerning vocational, occupational and career education. The council had also been required to make formal annual evaluations on vocational education, and not surprisingly, most of the emphasis was on the activities of the Division of Vocational Education. In these evaluations, the Section 112 agreements were closely examined to ascertain their effectiveness in providing vocational training.

## The Division of Vocational Education

The New Jersey Department of Education was divided into several "service" areas, one of which was the Division of Vocational Education. This Division had authority for both secondary and post-secondary vocational education in the State. In addition, this Division had been charged with administering the Section 112 program. Within the Division of Vocational Education the CETA Coordination Unit was directly responsible for the administration of the Supplemental Vocational Education program.

Structurally, the supervisor of the 112 program made direct input to the Assistant Commissioner for Vocational Education. As the delegated representative to the SMSC, the Assistant Commissioner transmitted the input of the division to SMSC members. The Assistant Commissioner communicated regularly with SACVE members and attended their meetings as a Department of Education representative. Thus, any formal input to the policy making officials was transmitted through the Assistant Commissioner. The Division was regularly informed of policy issues through staff information sessions with the Assistant Commissioner. On the other hand, the Assistant Commissioner felt that he obtained information from the staffers which helped him develop positions. Furthermore, supervisory personnel often attended council meetings and made presentations of Section 112 activities. The supervisors felt that the informal inputs the staff received were important as well.

On the local level, the 112 staff had field representatives who worked with local vocational education institutions, prime sponsor staff, and SMSC field representatives to insure the smooth flow of 112 funds to the local level. These field representatives were in close contact with prime sponsors in the development of nonfinancial agreements, especially in determining the vocational needs of each area. The supervisors for vocational education felt their staff could serve the specific needs of each area and still have an overall state policy. The field representatives also coordinated CETA-vocational education activities outside Section 112 in many prime sponsor districts.

### 3. State Level Coordination

Until the 1976 Vocational Education Amendments were passed, program coordination between the state agencies which regulated employment and training services was not specifically required by law. Although CETA required coordination, it did not specify the structure or form that coordination was to take. This did not mean that prior to the 1976 Amendments state agencies did not attempt to initiate coordination efforts. On the contrary, there was a recognition on the part of several state agencies that they had common interests. State education agencies administering CETA Section 112 monies had established relationships with the state agency responsible for the CETA Governor's Grant, since the latter was the original recipient of 112 funds. Most coordination, however, took place on a voluntary level.

## State Advisory Council for Vocational Education and State Manpower Services Council Coordination

The first serious consideration of cross-commentary and cross-representation between the State Advisory Council for Vocational Education (SACVE) and the State Manpower Services Council (SMSC) pre-dated the 1976 Vocational Education Amendments. In 1975, when the Amendments were still in the planning stage, SACVE members began attending meetings with SMSC members, as an *ad hoc* committee was formed within the SMSC. Similarly, members of both the SACVE and the SMSC discussed ways to implement cross-representation on the councils. The cross-commentary plans had continued, and the councils held several joint sessions in 1976 and 1977.

Since 1975, the SACVE and the SMSC held joint planning sessions for input on both education and CETA plans. These meetings helped the two councils to iron out differences early and to present a more solidified opposition to anti-coordination forces within the state. SACVE and SMSC members also attempted to develop occupational needs studies, but ran into problems with conflicting data sources. Such studies never progressed much in either council, because they lacked supporting data upon which everyone could agree.

The SACVE played a major role in pushing for coordination of employment and training services in New Jersey. Since the relationship between the SACVE and the SMSC had been fairly strong, the SACVE received support for its efforts, but found the involvement of state education personnel difficult to obtain. Difficulties between the secondary and post-secondary personnel added to the problem.

In 1975, the SACVE developed an evaluation report of the cooperative activity in the delivery of vocational education services. In June of that year, a conference was held among those groups involved in manpower to develop methods of coordination. Included at the conference were prime sponsor representatives, local educators, Department of Education and Department of Labor and Industry personnel, and SMSC and SACVE members. Unfortunately, these groups could not agree on much of anything.

The Vocational Education Amendments had sparked an even greater interest in coordination. A task force was organized to review the coordination of employment and training services, and to recommend appropriate actions to the Governor. The task force included input from all the groups involved in CETA-vocational education coordination. The members of the SACVE and the SMSC pushed for the assignment of these recommendations to one group for implementation. Thus, it was apparent that cooperative efforts in New Jersey between the SACVE and the SMSC predated the passage of the Vocational Education Amendments in 1976. These earlier cooperative efforts were able to set precedent for later efforts.

Perhaps one of the more important aspects of the coordination between CETA and vocational education which occurred since the amendments' passage had been the continuing efforts of both the SACVE and the SMSC to hold joint meetings on the planning process for the Annual and Long Range State Plans for Vocational Education and for CETA plans. The recognition of the SMSC's strong commitment to coordination with the SACVE was shown in the SMSC's recent Preliminary Report . . . on Three Aspects of Vocational Education Coordination in the State of New Jersey. This report, which was prepared for the SMSC by the Technical Assistance and Training Corporation, stated:

> The SMSC, as an advisory body to the Governor, acts as a forum for identification and development of recommendations for resolution of manpower related issues within the State. Its role as a coordination mechanism is a combination of advisory functions and actual administration for the Governor, of the Governor's

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discretionary CETA funds. In New Jersey, the role of the SMSC with regard to coordination has been basically that of a facilitator.

The report also discussed several examples of SMSC and SACVE coordination, including:

- Reciprocal representation on the SMSC and the SACVE and membership on the 107 Committee for participation in the vocational education planning process.
- Participation with the Department of Health, Education, and Welfare in development of a reference guide to New Jersey's manpower-related advisory councils and an analysis of inter-council coordination (with the assistance of TATC).
- Allocation of portions of the Governor's discretionary CETA funds to support coordination projects between CETA prime sponsors and related programs, although there had reportedly been little interest in use of these funds in coordination purposes.
- Co-sponsorship with the SACVE of the 1975 New Jersey Manpower Development Conference.

The SMSC and the SACVE continued to exchange cross-representatives between themselves. Furthermore, the two councils held joint meetings and planning sessions to develop a methodology for identification of the state's employment and training needs. For this purpose, a grant was awarded to the State Occupational Information Coordinating Committee (SOICC), with money from the special four percent CETA appropriation for SMSC discretionary projects. Thus, the two groups continued to develop coordinative efforts in a number of areas.

### The State Advisory Council for Vocational Education, the State Manpower Services Council, and the New Jersey Vocational Education Division

The major coordination effort involving the State Advisory Council for Vocational Education (SACVE), the State Manpower Services Council (SMSC), and the Division of Vocational Education had been through the Annual Long-Range Plans for Vocational Education and the state CETA plans. Prior to the Vocational Education Amendments, the SACVE and the Division of Vocational

Education received only minimal input from the SMSC. Furthermore, the SMSC had received only marginal input from vocational education prior to 1975. Since the passage of the Amendments, coordination on the State Plans had involved all three groups more extensively each year. The coordination between the SMSC and the SACVE had probably been the strongest. SMSC members had been trying to solicit greater input from both the State Board of Education and the State Education Agency staff in order to get a broader picture of vocational education interests. Conversely, SMSC members found that their main input to vocational education plans had been through the SACVE.

The staff of the unit administering 112 funds received informal input from SMSC staff concerning policy decisions and day-to-day administration. SMSC staff worked closely with the staff from the 112 unit in order to assess participant characteristics and to insure that the statistics kept by both offices were compatible. Both staffs also met on several occasions to review their positions on guidelines developed by the Commissioners of Education and Labor and Industry.

The SACVE had interacted formally with the Department of Education in the development of the Annual and Long Range Plans for Vocational Education. Representatives from the SACVE had been required to attend meetings on the development and evaluation of the Plans. The SACVE also had informal channels for interaction with Department of Education personnel. This occurred through individual contacts by members of the SACVE, since over half of the membership was composed of professional educators, most of whom had contacts with personnel in the Department of Education heirarchy. Contact was also maintained through inter-agency agreements developed by the SACVE staff with other personnel involved in vocational education. This included agreements with SMSC staff from the Department of Labor and Industry, and those agencies providing data gathering and other services such as the Employment Service.

Most Department of Education personnel viewed the SACVE as an advisory board to be utilized only when needed for citizen input, whereas most SACVE members emphasized the evaluation component of their respective roles. The official statement from the Department of Education on coordination had been one of cooperation and assistance: "Vocational educators are committed to the task of preparing individuals for a world of employment. Whether programs are part of the regular educational system, encompassing career exploration and development for secondary students or short-term retraining of adults leading to immediate employment, vocational educators are pledged to make available their expertise and resources."

Since the passage of the Vocational Education Amendments in 1976, the major areas of coordination between the SMSC, the SACVE, and the Division of Vocational Education of the New Jersey Department of Education had remained during the development of Annual and Long Range Plans for Vocational Education and during the development of the Supplemental Vocational Education plans. In the development of the 112 plans, it had been primarily the SMSC, not the SACVE, that sought to increase the level of coordination. Furthermore, the SMSC and the field representative from the Division of Vocational Education had been increasing the level of coordination in their activities in an attempt to keep their programs functioning as efficiently as possible.

However, the level of coordination in the planning process did not seem to have increased during the past years. This point should not be overlooked given the large emphasis that was placed on planning coordination in the

1976 Vocational Education Amendment and in the latest revisions of the CETA legislation. The planning process, however, had been seriously impacted by a change in the top level staff of the Division of Vocational Education. Despite efforts by administrators to develop systems which operated effectively on their own, it was virtually impossible to avoid the influence of personalities on the process. The former Assistant Commissioner of the Division of Vocational Education had a strong positive influence in motivating the process of coordination of CETA and vocational education activities in New Jersey. With his departure, coordinative planning had not improved much in the past year and may have actually deteriorated somewhat. This was clearly reflected in the comments of the SMSC on the Annual and Long Range Plan for Vocational Education:

> The SMSC's continuing concern with the Annual Plan as drafted is that it remains essentially a compliance document rather than one which reflects a comprehensive system of state and local planning nor one of broadly-based inter-agency planning. This concern was expressed in our letter dated May 13, 1977, which conveyed the SMSC's response to the FY-77 Vocational Education Plan, and it appears that the situation has not changed substantially since last year.
>
> The continuing chaotic, disjointed systems of unilateral "planning" methodologies which are now in place in our education/manpower/human service delivery activities have reached an intolerable level. The fact that planning is reduced to completing a set of documents to satisfy a federal funding requirement is unfortunate and all of us engaged in the practice need to join forces in every way possible to bring about corrective actions.

It was hoped that as the new personalities became more accustomed to each other over the next few months the level of coordination would improve.

## 4. State-Local Level Coordination

Most of the input from the local level was received through the SMSC standing subcommittee on vocational education activities. The staff had felt that the most active participation from the prime sponsors came from those areas with representation on the SMSC. This seemed logical since their knowledge of the SMSC's subcommittee for vocational education had been more extensive than other prime sponsors. In fact, SMSC staff members felt that local input into state policy was generally weak, where prime sponsors had no representatives on SMSC. This seemed to indicate that the staff perceptions of local level needs had been severely limited by the input they received. There were, however, field representatives who gave SMSC staff members a general idea of local needs. The SMSC staff had developed a survey of local prime sponsor councils to assess methods of operation and general structure. The New Jersey laws did not sufficiently define the structure of the prime sponsor council, leaving those decisions to federal regulations on CETA. As a consequence, staff members found wide discrepancies in the make-up and size of local prime sponsors' councils. Many councils were developed to imitate the structure and composition of the SMSC, while others followed the make-up of alternative interest groups.

Local coordinators pointed out the need for local solutions to solve the unique problems of each area. Furthermore, they mentioned that the recent Youth Amendments to CETA might force these local groups to interact even more. They had felt the proper role of the state would be to oversee local operations and provide a broader operative framework of policy guidelines for local prime sponsors. Unfortunately, in some areas of the state this policy might not work since local prime sponsors and education representatives could not agree on any issue, and cooperative committee structures had been non-existent. SMSC staff members felt that the majority of local prime sponsors had been interacting well with vocational education personnel. They felt, however, that pressure had been mounting to develop coordinative committee structures and activities in areas with poor coordination.

The Division of Vocational Education had been involved in local planning for both prime sponsors and local vocational education institutions through technical assistance from its system of local field representatives. Local field representatives assisted prime sponsors in assessing vocational needs of their area and also helped institutions develop plans for serving those needs. In addition, the Division had informal input into the development of some local plans.

To summarize the coordination process, the strength of coordinative activities in planning on the state level had recently shown increases. The structure of the system, including field representatives, had the potential for strong coordination from state to local personnel, as well. Despite apparent successes, problem areas still remained. The strength of coordinative planning between the Division of Vocational Education and the SMSC had not been very strong, and while the SACVE had begun to develop stronger ties with the SMSC, the relationship of the SACVE to the State Board of Education had been somewhat strained. Also, coordination in planning between prime sponsors and the SMSC had some problem areas, but in most areas it had developed good working relationships.

Since the passage of the 1976 Vocational Education Amendments, coordination between state and local levels had generally improved. This improvement was partially the result of improved monitoring procedures developed by the SMSC and the Division of Vocational Education field representatives. The strengthened on-site monitoring provisions, combined with tightened regulations for spending, assisted in creating more cost-effective programs. Furthermore, efforts such as the SMSC program to discover prime sponsor involvement in Section 112 programs had been part of an ongoing effort to improve coordination between state and local levels. One concern voiced by prime sponsors (through the SMSC) centered on membership requirements for County Career Coordinating Councils which did not require, but suggested, prime sponsor representation. In general, coordination between the state and local levels had been one of positive change.

It is interesting to note, however, that, when the revisions of CETA specially focused on the disadvantaged were considered, it was felt that the needs of CETA and vocational education clientele might come to be at odds with each other.

While this would not reduce the need for coordination, it might diminish some of the philosophical differences which already existed between local CETA administrators and vocational educators. At the same time, a financial crunch which had hit local school districts was forcing vocational educators to coordinate efforts to avoid duplication of services. This resulted in a closer relationship between local vocational educators and prime sponsors. Thus, while coordination between state and local levels was becoming stronger, serious challenges were faced at the local level between prime sponsors and local vocational educators.

### 5. Administration of Supplemental Vocational Education Program (Section 112 of CETA)

Section 112 of CETA mandated that five percent of a state's entitlement under Title I go directly to the state vocational education policy making unit. While other Title I funds go directly to the prime sponsor, Section 112 requires prime sponsors to make nonfinancial agreements with the state education agency covering the types of vocational education services needed in the area. The state then pays local education agencies and community colleges to provide services through Section 112 funds.

When Section 112 monies came into New Jersey they had been passed from the Governor to his designee, the Commissioner of the Department of Labor and Industry. Each prime sponsor was then allotted five percent of its Title I allocation, minus twenty percent of the gross for administration, plus money for prison training through the Garden State School District. The Department of Labor and Industry, together with the Division of Vocational Education staff, developed criteria which generally outlined the development of nonfinancial agreements between prime sponsors and the Division of Vocational Education staff.

The state's criteria had not been very specific and was somewhat repetitive of the federal regulations for Section 112. Program participants had been able to receive occupational training in those institutions which were approved by the Department of Education. The payment of allowances had been allowed only under special circumstances. It should be noted that preference was for multi-source funding; that is, prime sponsor agreements which drew their funds from CETA Titles I, II, and VI.

Once the criteria had been established, the Division of Vocational Education was charged with the responsibility of developing the nonfinancial agreement with each prime sponsor. The Division experienced some difficulties with this because of the different planning cycles for local prime sponsors and local institutions. Local field representatives had been assigned to specific regions in an attempt to alleviate the problems arising from different planning cycles, although some had continued to occur. The main problem stemmed from the fact that the planning cycle at local vocational education institutions usually was based on the academic year, whereas the funding periods for prime sponsors had been on an annual basis.

From the perspective of the SMSC, there had been three opportunities for involvement in Section 112 programs. The first opportunity arose when the funds were disbursed to the Commissioner of the Department of Labor and Industry. At that time, the SMSC was able to participate with representatives from vocational education in the development of guidelines for funding uses. Second, the SMSC gave technical assistance to prime sponsors in both planning and implementation of Section 112. The SMSC also assisted prime sponsors in developing plans for utilization of funds derived from other Sections and Titles of CETA. Third, the SMSC staff reviewed programs at both the local and state levels financed by Section 112 funds.

While contacting prime sponsors to offer assistance with vocational services, SMSC staff utilized its field representative system. SMSC staff felt that, despite the planning cycle problems, it still was able to offer solid technical assistance to prime sponsors with Section 112 programs. As previously mentioned, the staff of the SMSC had been actively involved in the development of local needs analysis. In addition, the staff of the SMSC assisted prime sponsors in most phases of the development of plans for Section 112, thus the staff felt that it had been able to give accurate assistance in the development of Section 112 plans.

The involvement of the SMSC had not been limited to plan development for Section 112 programs, as the SMSC was often called upon to assist in the actual implementation of the programs. SMSC staff members consulted on the interpretation of Section 112 regulations in such areas as eligibility of programs for funding, types of training allowed, and eligibility of institutions for training in vocational education services.

The SMSC had a final opportunity to impact on Section 112 activities through its Quarterly and Annual Reviews of the activities of CETA prime sponsors. The staff of the SMSC felt that this had assisted both itself and prime sponsors in making the determination of future policy.

### 6. Analysis of Section 112

It was difficult to be conclusive on Section 112 programs involving state-level manpower staff since this staff had only limited control over the planning process and had virtually no involvement in day-to-day program administration. The staff of the SMSC felt that SMSC programs had heightened mutual program awareness between CETA and vocational education personnel. In some areas there had been strong coordinative activities; however, staff members felt this to have been as much a factor of the strength of local planning councils and a commitment by CETA officials to vocational education in that area as it was the presence of such a favorable section as 112.

SMSC staff felt that Section 112 had little effect on the way planning had been done by the various groups. Some staff members felt the dollar amounts were too small in the relative budgets to greatly change operations or planning processes. They felt that although some local vocational education institutions might have devoted some time to hunting down CETA dollars, Title I was as much, or more a goal than was Section 112. They also felt that unless some sort of major dollar source was involved, parties would not be induced to change their planning process significantly. Similarly, SMSC staff felt that Section 112 had not had a major impact on coordination. Again, staff members cited the minor financial incentives and the large amount of required paperwork as the primary reasons. They were pleased that Section 112 had placed the concept of coordination in these peoples' minds, anticipated that, as the emphasis on coordination was pushed, more serious comprehensive efforts would occur.

In looking at methods for improving Section 112, SMSC staff members emphasized that there may be better ways of using what limited funds had been made available to increase coordination. They called attention to the need for enforcement of coordination, through such mechanisms as reallocation of prime sponsors' 112 funds for poor performance, and evaluation of how successful local efforts on Section 112 were in all prime sponsor areas. Besides these evaluation and enforcement tools, they have favored a stronger role for the state in coordinative activities and to this end are concerned about the nonfinancial agreement, as it eliminated state-wide planning for Section 112. They preferred instead to develop a series of broad parameters, more specific and lengthy than current guidelines, which would more effectively direct the use of funds. They had been quick to point out that many prime sponsor areas were doing well and that some small problem areas had been their main source of concern.

Since the passage of the 1976 Vocational Education Amendments, the Section 112 program in New Jersey had undergone a few minor changes. The changes generally reflected efforts the SMSC and the Division of Vocational Education field representatives had made to tighten on-site monitoring and enforce regulations. It was hoped that these changes would cut down on waste and create a more effective program.

In addition, 20,000 dollars had been withheld from the Section 112 program to help improve coordinative efforts. With the new CETA legislation, additional funds had been appropriated for the program. No less than 85 percent of the available funds were to be used for program and services, and the remainder could be used only for five primary purposes:

- To coordinate programs under CETA with vocational education programs

- To coordinate utilization of funds under CETA and the Vocational Education Act to enhance economic growth and development in the State
- To develop linkages between vocational education, education and training programs under this Act and private sector employers
- To provide technical assistance to vocational education institutions and local education agencies for making cooperative arrangements with prime sponsors
- To provide information, materials, and technical assistance in curriculum and staff development to CETA prime sponsors.

(From Preliminary Report . . . on these Aspects of Vocational Education in the State of New Jersey)

The Section 112 program had thus undergone minor changes, including additional funds to improve coordination.

## 7. The 1976 Vocational Education Amendments

As was previously noted, there had been cross-commentary and cross-representation on the State Advisory Council for Vocational Education (SACVE) and the State Manpower Services Council (SMSC) in New Jersey for over two years. These efforts were viewed as being very successful by the SACVE. The Division of Vocational Education had felt that informal coordination was sufficient and felt somewhat hampered by the additional requirement of meetings and joint planning sessions. While both the SACVE and the Division acknowledged the need for local level councils, they felt that the proliferation of such councils caused an accountability problem.

The creation of the State Occupational Information Coordinating Committee (SOICC) was viewed favorably by both the Division and the SACVE. Constant arguments over data sources had always presented difficulties in occupational needs studies. Both groups hoped to come to some agreement on the magnitude of the problem before they offered any possible solutions.

The SOICC had already been established with representatives from both the Department of Education and the SACVE, and all concerned seemed relieved to have an authoritative data source.

The SMSC was also quite pleased about the creation of the SOICC, as it appeared to be a strong influence for coordination in New Jersey. The general SMSC position on the Annual Plan, however, differed somewhat. It may be worthwhile to look now at the comments of Fred Raddlmann (member of the SMSC, cross-representative to the SACVE, and Director of Morris County CETA) to the Commissioner of Education on New Jersey's Annual Plan for Occupational Education. The following comments are excerpts from a May 13, 1977, statement:

> . . . we are concerned about the lack of attention in the plan to a linkage with the CETA programs. There are already in existence a broad spectrum of relationships between the two systems throughout the state and the potential for new, better, and stronger relationships ought to be part of our efforts in the coming years. We are aware that not all CETA prime sponsors were responsive to the request for information regarding their existing programs; however, this does not alter the point that very inadequate attention was given to the need for the establishment of effective working agreements and the sharing of resources, nor any attention given to the real issues to be dealt with.

During the past year the activities carried out by the SOICC fell into two areas. First, the SOICC provided assistance to state agencies in identifying existing data sources relevant to their planning needs. The Division of Vocational Education, in particular, used the SOICC for this purpose. Based on an outline of required information prepared by the Division, the Director of the SOICC had been able to determine what information was available and its source. An arrangement had been made for transmitting the data from the specific source to the Division of Vocational Education for its use. The SOICC had also interacted with the Division and the vocational planning process through its membership on the 107 Committee.

The second area in which the SOICC had been involved was a project of the New Jersey 1202 Commission. This was undertaken to develop a methodology for collecting consistent and comprehensive information regarding post-secondary vocational education. The project also attempted to encourage cooperation between state and local agencies.

Since the passage of the Vocational Education Amendments, the level of coordination between the SACVE and the SMSC appeared to have increased. Both councils had begun to address their mutual concerns and had gained a clearer understanding of their mutual problem areas.

One area where the Amendments did not appear to have had much success was in increasing cooperation in planning between the SMSC and the SACVE. Apparently, the various vocational education and CETA systems had not been able to move significantly beyond "acknowledging each other's existence." Thus, they had not developed a joint planning process.

## 8. Areas of Coordination Outside Section 112

The SMSC had been attempting to develop accurate measures of the percent of CETA money outside Section 112 spent in vocational education activities. In some prime sponsor areas, such as Morris County, as much as 35 percent of Title I monies went into vocational education activities, if allowances for participants were also included. The state-wide average was "guesstimated" to be at least 15 percent less. The vast majority of these funds had been for post-secondary activity, as a high percentage of the programs had been located at community colleges and New Jersey's Area Vocational Training Centers. A large proportion of Title I monies had also gone into the Garden State School District for vocational training of prison inmates, primarily at the Neward facility. According to prime sponsor personnel in Morris County, the amount of Title I funds that were given to programs in a particular institution were a sign of reward or trust in the program by prime sponsors. They felt that once a prime sponsor was able to find a good program, it would continue to develop it with funds from sources other than Section 112. The view of SMSC staff had been that those institutions actively seeking and obtaining funds for 112 programs would be the same institutions with the staff and ability to get Title I monies. Unfortunately, neither state nor local officials had any solid data to support their ideas. In assessing the admixture of 112 programs and Title I funds, the best phrase to use would be "undifferentiated, with exceptions." That is, in most areas programs had been developed with both funds, often with one contract to the Division of Vocational Education.

The 1978 Amendments to CETA required that an additional one percent of all Title II funds (previously Title I under the original Act) be allocated to states in order to encourage coordinated activities and establish linkages between prime sponsors and appropriate education agencies; that is, institutions providing training programs approved by the Secretary of the Department of Labor. Services to eligible participants delivered jointly by employment and training agencies and appropriate educational agencies and institutions were also funded by this allocation.

In addition to these funds the Youth Employment and Demonstration Project Amendment (YEDPA) to CETA provided additional incentives for coordination as local education agencies were guaranteed monies under the Act. According to New Jersey officials, these monies motivated vocational educators to coordinate more closely, since the opportunity for receiving funds was significantly greater than under Section 112. The problem of joint planning, however, was still faced, as the SMSC comments on the Annual

Plan for Vocational Education indicated:

> To add one other dimension to this plea for multilateral planning, we wish to note that the new challenges to be faced by CETA agencies and local education agencies under the Youth Employment and Demonstration Projects Act can best be met in a milieu of cooperation and mutual support. It seems that this possibility is diminished when planning is clearly unilateral and when opportunities for structuring and facilitating real inter-agency dialogue are thwarted. And, it also seems that this process and many others such as the now emerging multi-agency State Occupational Information Coordinating Committee have the best chances of success in the context of some wider system of inter-agency, inter-disciplinary planning, coordination and cooperation.

It did appear, however, that these monies had been sufficient to further stimulate the process of coordination, even though joint planning had not yet become a reality.

## 9. Conclusion

In summary, the officials in New Jersey appeared to be of the opinion that the 1976 Vocational Education Amendments had some impact on coordination, since the level of coordination between CETA and vocational education activities had improved over the past year. First, processes had been developed for more efficient monitoring of projects. Second, field representatives of the SACVE and the SMSC had begun to work more closely together. Third, a new inter-agency agreement had further defined the roles of the SMSC and the Division of Vocational Education in the Section 112 program. Fourth, the SMSC and the SACVE appeared to have developed stronger communications as a result of an increase in joint meetings and council cross-representation.

It would be naive, however, to conclude that these increased coordination efforts were solely attributable to the Vocational Education Amendments. CETA legislation had changed markedly during this same time period, especially with the addition of YEDPA. Nearly all of these recent changes stressed increasing coordination. Thus, some of the improvements experienced might, in part, have been due to the changes in CETA.

One major problem that neither the 1976 Vocational Education Amendments nor the recent changes in CETA had been able to overcome were the difficulties that persisted due to disjointed planning processes. It appeared that only legislative intervention or perhaps a larger financial incentive, such as the withholding of funds, would be significant enough to create a serious joint planning effort. The achievement of a joint planning effort could be seen as the final step for a truly coordinated system. Thus, better planning coordination should serve as a solid objective for future efforts.

## C. TEXAS IN-DEPTH INTERVIEWS

### 1. Introduction

During the time this study was conducted in Texas, the state was troubled by some political problems involving CETA. These problems confounded attempts to measure the effects of the Vocational Education Amendments. The results from the Texas interviews, however, did provide an interesting case study, since coordination between CETA and vocational education programs had been underway prior to the enactment of the Amendments.

### 2. Organization and Structure of State Advisory Councils and the Texas Education Agency

#### State Manpower Services Council

The Texas State Manpower Services Council (SMSC), established in May of 1974, set the state's policy related to CETA programs; members were appointed by the Governor. The CETA legislation had specified certain activities for all SMSC's. These activities included the review of employment and training plans of prime sponsors and state agencies, the monitoring of employment and training plans of prime sponsors and the making of recommendations for their improvement, and the development of an annual report to the Governor which summarizes the status of CETA programs with the state. Figure 5 indicates how the SMSC fits into the CETA structure and funding flow in Texas.

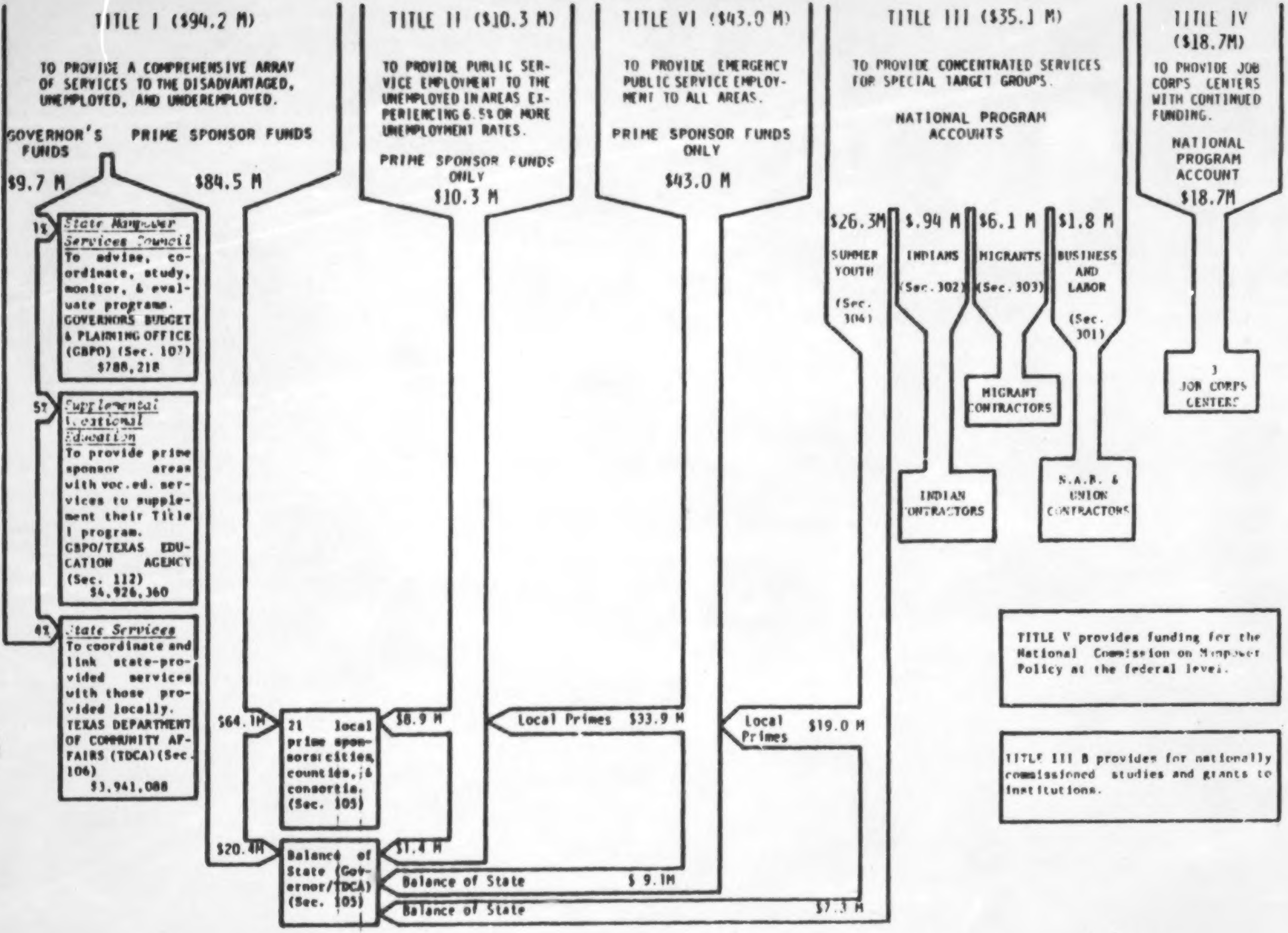
In order to accomplish its mandated activities, the Texas SMSC had been divided into three committees: the Plans and Coordination Committee, the Review Committee, and the Special Projects Committee. Each of these committees focused on selected areas of the state employment and training service delivery system.

The Plans and Coordination Committee had several responsibilities: the review of the state services plan and state agency activities, the development of policy for the Supplemental Vocational Education Program (Section 112), the review of prime sponsors' plans and the monitoring of program coordination at the state level. This committee played an important role in the implementation of Section 112, as it determined the allocation of 112 funds, the activities allowable under the funds, and the grievance procedure to be used when the proper use of the 112 funds could not be agreed upon.

The Review Committee had also been instrumental in the implementation of Section 112. It monitored Section 112 programs and developed operational policies by issuing the format for the program and for the nonfinancial agreements. This committee had also been responsible for reviewing its prime sponsor members' plans and for the monitoring of state services grants.

Figure 5

## CETA Funding Flow and Structure in Texas
## FY 1976: $201.3 Million


TITLE I ($94.2 M)
TO PROVIDE A COMPREHENSIVE ARRAY OF SERVICES TO THE DISADVANTAGED, UNEMPLOYED, AND UNDEREMPLOYED.
GOVERNOR'S FUNDS
PRIME SPONSOR FUNDS
$9.7 M
$84.5 M
1%
State Manpower Services Council
To advise, coordinate, study, monitor, & evaluate programs. GOVERNORS BUDGET & PLANNING OFFICE (GBPO) (Sec. 107)
$788,218
5%
Supplemental Vocational Education
To provide prime sponsor areas with voc.ed. services to supplement their Title I program. GBPO/TEXAS EDUCATION AGENCY (Sec. 112)
$4,926,360
4%
State Services
To coordinate and link state-provided services with those provided locally. TEXAS DEPARTMENT OF COMMUNITY AFFAIRS (TDCA) (Sec. 106)
$3,941,088
$64.1M
21 local prime sponsors: cities, counties, & consortia. (Sec. 105)
$20.4M
Balance of State (Governor/TDCA) (Sec. 105)
TITLE II ($10.3 M)
TO PROVIDE PUBLIC SERVICE EMPLOYMENT TO THE UNEMPLOYED IN AREAS EXPERIENCING 6.5% OR MORE UNEMPLOYMENT RATES.
PRIME SPONSOR FUNDS ONLY
$10.3 M
$8.9 M
$1.4 M
TITLE VI ($43.0 M)
TO PROVIDE EMERGENCY PUBLIC SERVICE EMPLOYMENT TO ALL AREAS.
PRIME SPONSOR FUNDS ONLY
$43.0 M
Local Primes $33.9 M
Balance of State $ 9.1M
TITLE III ($35.1 M)
TO PROVIDE CONCENTRATED SERVICES FOR SPECIAL TARGET GROUPS.
NATIONAL PROGRAM ACCOUNTS
$26.3M
SUMMER YOUTH (Sec. 304)
Local Primes $19.0 M
Balance of State $7.3 M
$.94 M
INDIANS (Sec. 302)
INDIAN CONTRACTORS
$6.1 M
MIGRANTS (Sec. 303)
MIGRANT CONTRACTORS
$1.8 M
BUSINESS AND LABOR (Sec. 301)
N.A.B. & UNION CONTRACTORS
TITLE IV ($18.7M)
TO PROVIDE JOB CORPS CENTERS WITH CONTINUED FUNDING.
NATIONAL PROGRAM ACCOUNT
$18.7M
3 JOB CORPS CENTERS
TITLE V provides funding for the National Commission on Manpower Policy at the federal level.
TITLE III B provides for nationally commissioned studies and grants to institutions.

Source: Annual Manpower Report to the Governor, (Austin, Texas, 1977) p. vi.

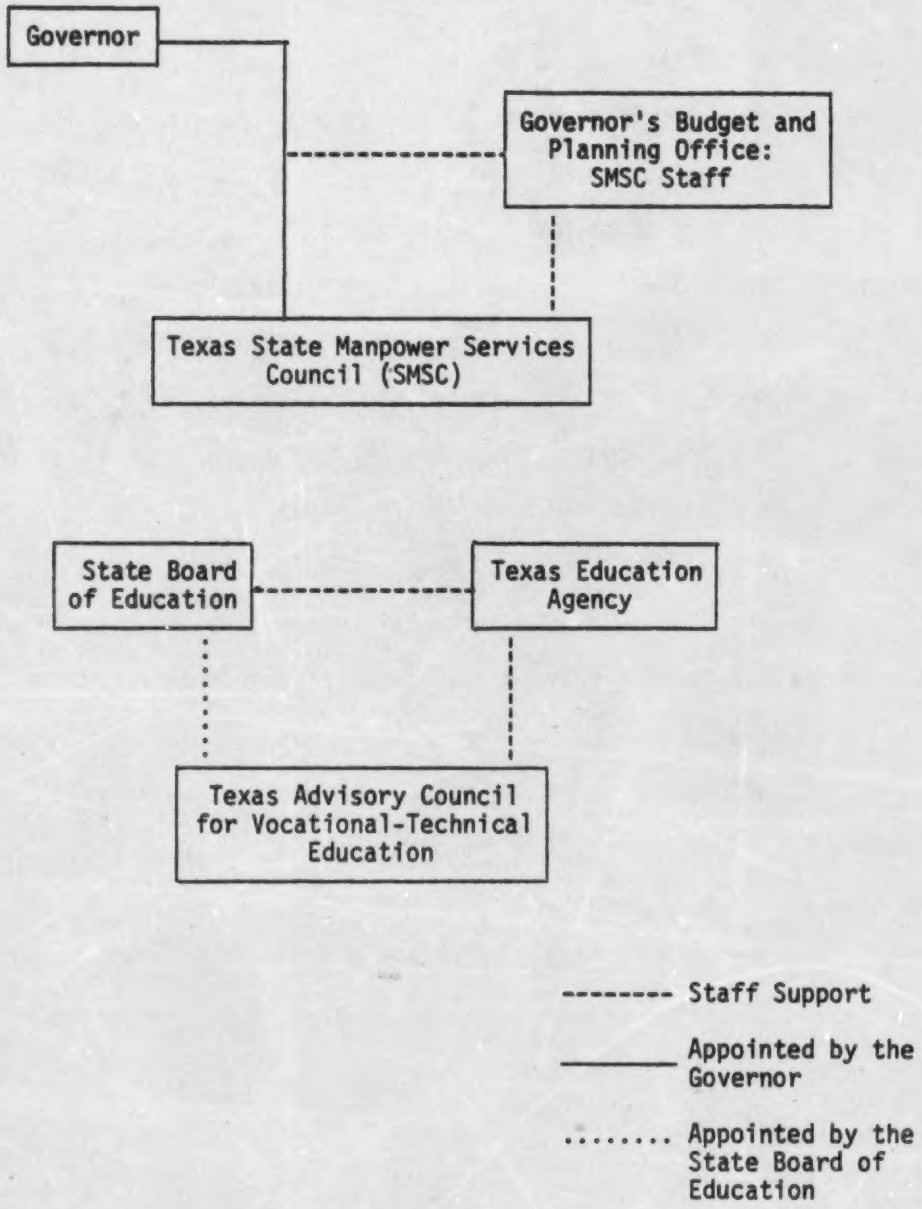
In Texas, the SMSC had earmarked a portion of its staffing and support funds for special projects that were thought to have state-wide application. It was the function of the Special Project Committee to determine which projects were to be funded with these funds. At the present time, two special projects were being so funded: the on-campus Skill Training Demonostration Program and the Private Sector On-The-Job Training Program. The Special Projects Committee also had the responsibility of monitoring the linkage between CETA Title III Special Target Group projects and Title I prime sponsor programs.

There were forty members of the SMSC: twenty-four prime sponsors, two general public representatives, one representative each from labor and business, six state agency representatives, and six community-based organization and client representatives. The SMSC membership could only be enlarged to add representatives from newly created prime sponsors. Traditionally, the Director of the Governor's Budget and Planning Office had been appointed by the Governor as Chairman of the SMSC. One-third of the SMSC membership was placed on each committee. Council meetings started in the afternoon, at which time each of the three committees met individually. The following morning, committee reports to the full SMSC were made. The Council met an average of eight times a year, since its formation.

The staff support for the SMSC was located in the Governor's Budget and Planning Office (GBPO) (see Figure 6). There were eight people on the GBPO staff whose responsibilities also included analyzing state agency budgets and serving as staff for the A-95 coordinative review process. The GBPO staff attended all council meetings and had a great deal of interaction with the SMSC. Although the SMSC communicated important policy issues to the staff through memoranda or written statements, day-to-day operations

Figure 6

TEXAS


Governor
Governor's Budget and Planning Office: SMSC Staff
Texas State Manpower Services Council (SMSC)
State Board of Education
Texas Education Agency
Texas Advisory Council for Vocational-Technical Education
-------- Staff Support
________ Appointed by the Governor
........ Appointed by the State Board of Education

of state level CETA activities had been left to staff discretion.

## The Advisory Council for Technical-Vocational Education

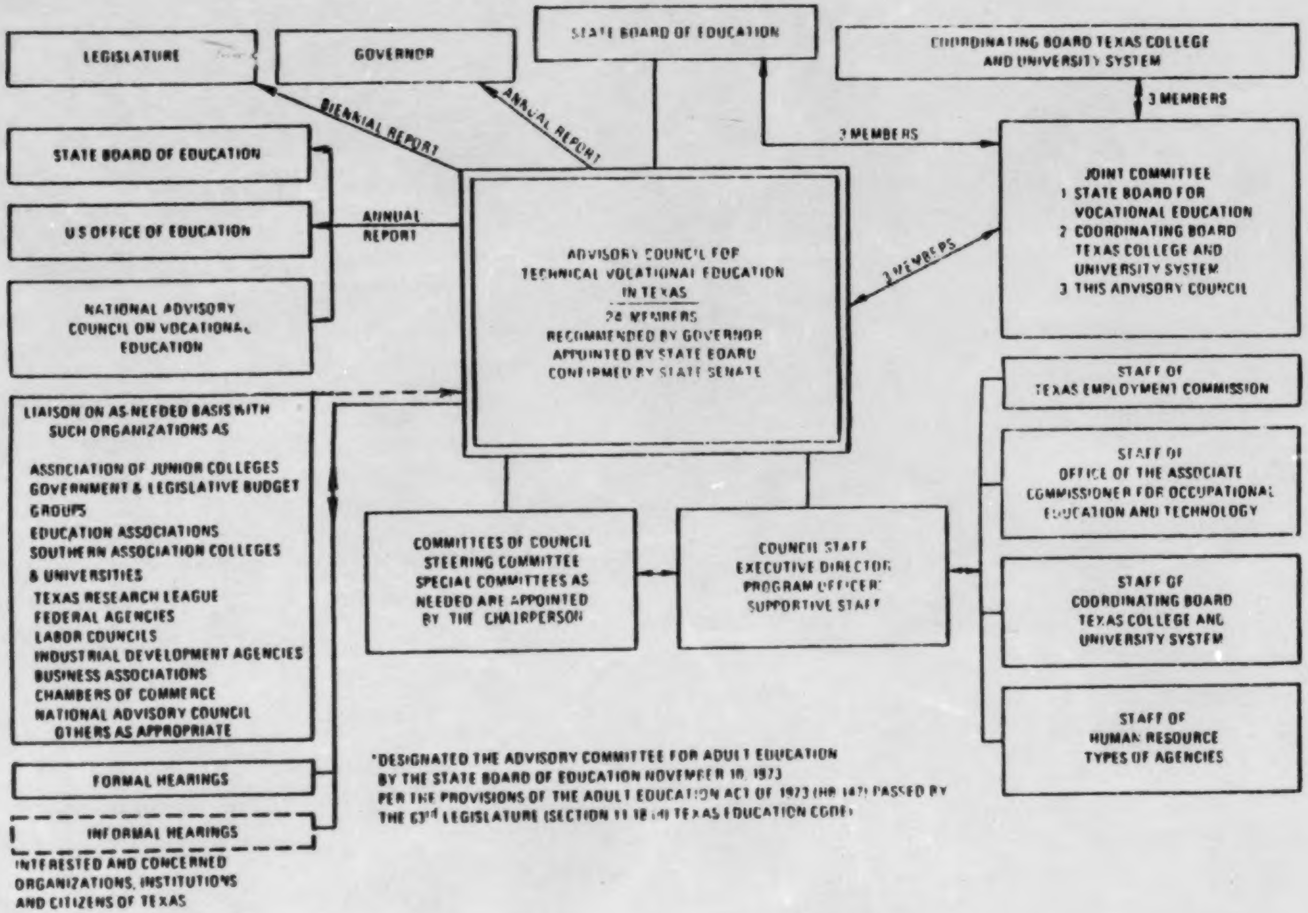
The Texas Advisory Council for Technical-Vocational Education (ACTVE) was established under federal law in 1960. The state reaffirmed its establishment with the enactment of the Technical-Vocational Education Act of 1969. This Act stated that the ACTVE would consist of twenty-four members appointed by the State Board of Education based upon recommendations by the Governor and subject to confirmation by the State Senate. In 1973, the State Board of Education designated the ACTVE to also serve as the State Advisory Committee for Adult Education (see Figure 7).

The ACTVE was created for the purpose of advising the State Board of Education on the planning, implementation, and evaluation of state level programs in vocational education, adult education, apprenticeship training, proprietary schools, and education for the handicapped. One of the main functions of the ACTVE had been to devote special attention to state level training program coordination. The ACTVE had been required to hold at least one public forum a year to obtain citizen input on vocational-technical and employment and training programs. Each year the Council issued a report to the Governor and the U. S. Office of Education which included a summary of its annual activities and recommendations for improving vocational education and training programs.

At the time of this study, each of the twenty-four ACTVE members represented an interest group specified by law. Representatives on the ACTVE came from special education, vocational education, industry, labor, local school boards, general public, employment service, and minority groups. The ACTVE had been staffed by three professional staff members, an executive

Figure 7

ORGANIZATION AND RESPONSIBILITIES OF
THE ADVISORY COUNCIL FOR TECHNICAL VOCATIONAL
EDUCATION IN TEXAS*


LEGISLATURE
GOVERNOR
STATE BOARD OF EDUCATION
COORDINATING BOARD TEXAS COLLEGE AND UNIVERSITY SYSTEM
BIENNIAL REPORT
ANNUAL REPORT
3 MEMBERS
3 MEMBERS
STATE BOARD OF EDUCATION
U S OFFICE OF EDUCATION
NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION
ANNUAL REPORT
ADVISORY COUNCIL FOR TECHNICAL VOCATIONAL EDUCATION IN TEXAS
24 MEMBERS
RECOMMENDED BY GOVERNOR
APPOINTED BY STATE BOARD
CONFIRMED BY STATE SENATE
3 MEMBERS
JOINT COMMITTEE
1 STATE BOARD FOR VOCATIONAL EDUCATION
2 COORDINATING BOARD TEXAS COLLEGE AND UNIVERSITY SYSTEM
3 THIS ADVISORY COUNCIL
LIAISON ON AS-NEEDED BASIS WITH SUCH ORGANIZATIONS AS
ASSOCIATION OF JUNIOR COLLEGES
GOVERNMENT & LEGISLATIVE BUDGET GROUPS
EDUCATION ASSOCIATIONS
SOUTHERN ASSOCIATION COLLEGES & UNIVERSITIES
TEXAS RESEARCH LEAGUE
FEDERAL AGENCIES
LABOR COUNCILS
INDUSTRIAL DEVELOPMENT AGENCIES
BUSINESS ASSOCIATIONS
CHAMBERS OF COMMERCE
NATIONAL ADVISORY COUNCIL
OTHERS AS APPROPRIATE
STAFF OF TEXAS EMPLOYMENT COMMISSION
STAFF OF OFFICE OF THE ASSOCIATE COMMISSIONER FOR OCCUPATIONAL EDUCATION AND TECHNOLOGY
COMMITTEES OF COUNCIL
STEERING COMMITTEE
SPECIAL COMMITTEES AS NEEDED ARE APPOINTED BY THE CHAIRPERSON
COUNCIL STAFF
EXECUTIVE DIRECTOR
PROGRAM OFFICERS
SUPPORTIVE STAFF
STAFF OF COORDINATING BOARD TEXAS COLLEGE AND UNIVERSITY SYSTEM
STAFF OF HUMAN RESOURCE TYPES OF AGENCIES
FORMAL HEARINGS
INFORMAL HEARINGS
INTERESTED AND CONCERNED ORGANIZATIONS, INSTITUTIONS AND CITIZENS OF TEXAS

*DESIGNATED THE ADVISORY COMMITTEE FOR ADULT EDUCATION BY THE STATE BOARD OF EDUCATION NOVEMBER 10, 1973 PER THE PROVISIONS OF THE ADULT EDUCATION ACT OF 1973 (HB 147) PASSED BY THE 63rd LEGISLATURE (SECTION 11.18 (4) TEXAS EDUCATION CODE)

Source: Texas Advisory Council for Technical-Vocational Education, (Austin, Texas, 1975) pp. 22-23.

director, and two program officers. The Texas Education Agency (TEA) had been the fiscal agent for the ACTVE, and consequently, fiscal and personnel matters were processed through the TEA. The staff of the ACTVE, however, was accountable only to the ACTVE, rather than to the TEA or the State Board of Education. Policy issues, such as the professional position descriptions of the staff, were developed by the ACTVE and approved by the Governor.

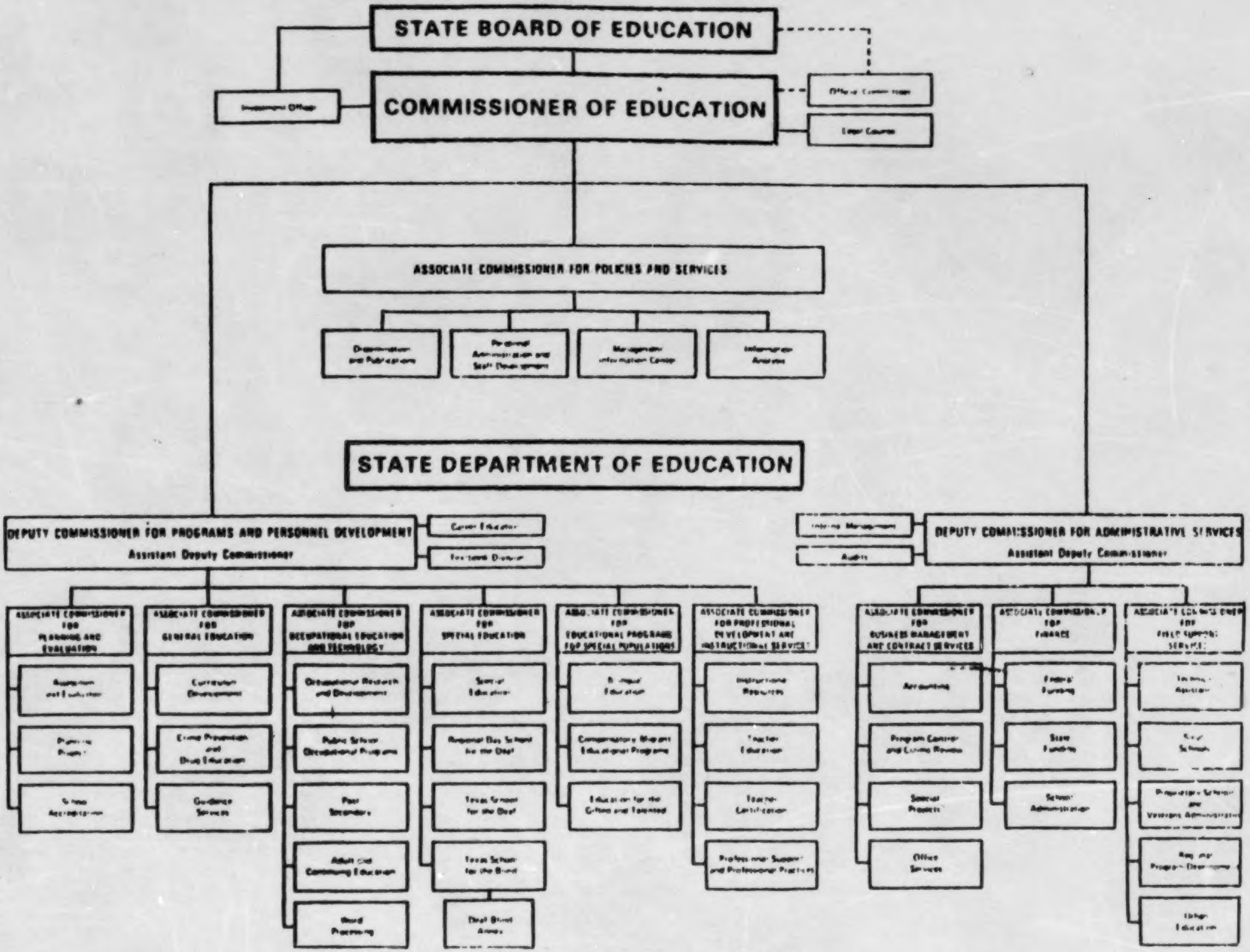
## Texas Education Agency

The Texas Education Agency (TEA) provided the staff support for the Texas State Board of Education, a board of elected individuals from each of the State's Senatorial Districts. The admininstration of vocational education programs took place in the Occupational Education and Technology section of the TEA, which had five divisions. Two of these divisions, Adult Programs and Occupational Research and Development, had been closely involved with CETA-vocational education coordination (see Figure 8). The division of Adult Programs had been responsible for administering the Supplemental Vocational Education Program, Adult Basic Education, Community Education, Vocational Disadvantaged Education, and the Industrial Start-Up Program.

The Division of Occupational Research and Development had, among other duties, the task of preparing the State's Annual and Five-Year Plan for Vocational Education (the State Plans). The State Plans had been developed with the advice of a twenty-five member Vocational Education Steering Committee. This committee included ten representatives from the seven groups mandated by the 1976 Vocational Education Amendments and fifteen representatives from the TEA. It had been argued that the heavy TEA representation on the Steering Committee blunted the impact of other represented groups.

Figure 8

# TEXAS EDUCATION AGENCY


STATE BOARD OF EDUCATION
Investment Officer
COMMISSIONER OF EDUCATION
Office of Commissioner
Legal Counsel
ASSOCIATE COMMISSIONER FOR POLICIES AND SERVICES
Dissemination and Publications
Personnel Administration and Staff Development
Management Information Center
Information Analysis
STATE DEPARTMENT OF EDUCATION
DEPUTY COMMISSIONER FOR PROGRAMS AND PERSONNEL DEVELOPMENT
Assistant Deputy Commissioner
Career Education
Textbook Division
Internal Management
Audits
DEPUTY COMMISSIONER FOR ADMINISTRATIVE SERVICES
Assistant Deputy Commissioner
ASSOCIATE COMMISSIONER FOR PLANNING AND EVALUATION
Assessment and Evaluation
Planning Project
School Accreditation
ASSOCIATE COMMISSIONER FOR GENERAL EDUCATION
Curriculum Development
Crime Prevention and Drug Education
Guidance Services
ASSOCIATE COMMISSIONER FOR OCCUPATIONAL EDUCATION AND TECHNOLOGY
Occupational Research and Development
Public School Occupational Programs
Post Secondary
Adult and Continuing Education
Word Processing
ASSOCIATE COMMISSIONER FOR SPECIAL EDUCATION
Special Education
Regional Day School for the Deaf
Texas School for the Deaf
Texas School for the Blind
Deaf Blind Annex
ASSOCIATE COMMISSIONER FOR EDUCATIONAL PROGRAMS FOR SPECIAL POPULATIONS
Bilingual Education
Compensatory Migrant Educational Programs
Education for the Gifted and Talented
ASSOCIATE COMMISSIONER FOR PROFESSIONAL DEVELOPMENT AND INSTRUCTIONAL SERVICES
Instructional Resources
Teacher Education
Teacher Certification
Professional Support and Professional Practices
ASSOCIATE COMMISSIONER FOR BUSINESS MANAGEMENT AND CONTRACT SERVICES
Accounting
Program Control and Claims Review
Special Projects
Office Services
ASSOCIATE COMMISSIONER FOR FINANCE
Federal Funding
State Funding
School Administration
ASSOCIATE COMMISSIONER FOR FIELD SUPPORT SERVICES
Technical Assistance
Schools
Proprietary School and Veterans Administration
Regional Program Development
Urban Education

The Steering Committee had served in an advisory capacity and did not have the authority to approve the vocational plans. It had, however, made recommendations based upon input from the groups it represented. The actual authority to approve the plan at the state level lay with the State Board of Education.

### 3. State Level Program Coordination

Until the 1976 Vocational Education Amendments were passed, program coordination between the state agencies that regulated employment and training services was not specifically required by law. Although the CETA legislation required coordination, it did not specify the structure or form this was to take. This did not mean, however, that prior to 1976, state agencies did not initiate coordination efforts, or that they failed to realize their common interests. The state education agencies administering CETA Section 112 monies had established relationships with the state agency responsible for the CETA Governor's Grant, since the latter was the original recipient of 112 funds. Most coordination, however, took place on a voluntary level.

What follows is a discussion of those state agencies in Texas that had been specifically involved in CETA-vocational education coordination at the state and local levels. This section, which examines the state agencies that had been directly affected by the 1976 Vocational Education Amendments, covers coordination as it related to the representation of policy setting councils and committees, as well as the impact of this representation on policy setting and program planning. This section also includes the perceptions of staff personnel on the extent to which representation and its consequent impact had contributed to program coordination.

## The Advisory Council for Vocational and Technical Education and the State Manpower Services Council

In Texas, as in all fifty states, there had been two advisory councils closely involved with the provision of employment and training services within the State; namely, the State Manpower Services Council (SMSC) and the Advisory Council for Vocational-Technical Education (ACTVE). The focus of each Council had been different in that the SMSC was charged with monitoring CETA while the ACTVE was charged with monitoring vocational education. Yet, as was noted previously, these two programs overlapped a great deal. For this reason, CETA-vocational education coordination had been considered a priority for both Councils.

There had been three cases of membership cross-representation between the ACTVE and the SMSC. In the first case, an ACTVE member was appointed to the SMSC when it was established because he was chairman of the ACTVE. In the second case, an SMSC member was appointed to the ACTVE late in 1975 to represent the SMSC. In the third case, the commissioner of the Texas Employment Service was appointed to both Councils because of his position in the Texas Employment Service.

Cross-representation on these two Councils had been felt to result in a positive impact on program coordination. The staff of both Councils had been in contact with each other on a day-to-day basis, and consequently, they had been kept informed of each Council's activities. As one staff person remarked, "Staff from both Councils must keep in contact just to make sure that they do not schedule Council meetings on the same days!" There had been some tangible results from the cross-representation. The three members who sat on both Councils had become vocal policy makers, and when there was a split on an issue, they almost always voted in a bloc. In addition, the staff from both Councils had cooperated on several projects of mutual interest. On one occasion, computer funds were supplied by the SMSC for a research project the ACTVE was conducting to determine the skill requirements for entry level jobs in Texas.

The Councils had commented on each other's Annual Reports in the past, and since the passage of the 1976 Vocational Education Amendments, more staff and Council collaboration had been expected. Unfortunately, an increased level of coordination had apparently not materialized. State level personnel from the Governor's Budget and Planning Office (GBPO), who served as staff on the SMSC, and representatives from the ACTVE had stated that there had been little if any substantial change in the level of coordination between the two Councils and their staff personnel since the Amendments became effective. It was pointed out, however, that the main reason for this lack of change was that Texas had already implemented most of the mandated changes prior to the effective date of the Amendments. For example, cross-representation on the Councils and cross-comments on the SMSC and ACTVE reports to the Governor were implemented prior to November of 1977, when the first wave of interviews were conducted with state personnel. Thus, any changes that were made to facilitate coordination between the Councils were completed before this study began.

Although the groups represented by the Councils had remained the same over the sixteen months before this study, membership on the SMSC was expected to change to conform with the most recent amendments to the CETA legislation. In the summer of 1978, the term of the ACTVE member who had been the cross-representative to the SMSC expired. ACTVE had not, at the time of this study, appointed a person to replace this member.

It was apparent that the level of coordination between the SMSC and the ACTVE had remained at a constant level throughout the previous year. Although there may have been a variety of reasons for the lack of affirmative action, it was felt by the ACTVE staff that the expected election of a new Governor and consequent personnel changes, combined with recent CETA mismanagement disputes, had resulted in the inability of the SMSC to meet and conduct business. Furthermore, GBPO personnel pointed out that the SMSC might have been reluctant to take action in view of the changes in SMSC membership to result from the latest CETA revisions. Because of the reluctance of the SMSC to hold meetings and take action, it had been unable to respond to a draft review of the Ninth Annual Report to the Governor written by the ACTVE. The ACTVE was, however, able to respond to the Annual Report to the Governor written by the SMSC.

In the first wave of interviews, staff from both the SMSC and the ACTVE were optimistic that their responsibility to identify employment and training and vocational education needs would be fulfilled through the State Occupational Information Coordinating Committee (SOICC) after its formation. The second series of interviews indicated that these hopes had unfortunately not been realized. The reason for this failure rested on two factors: infrequent meetings on the part of the SOICC (to date the SOICC had met only three times), and the failure to appoint an executive director for the SOICC until August of 1978.

### The Texas Advisory Council for Technical-Vocational Education, the Texas State Manpower Services Council, and the Texas Education Agency

The Texas Advisory Council for Technical-Vocational Education (ACTVE) and the State Manpower Services Council (SMSC) had representatives and staff who interacted with the Texas Education Agency (TEA) in the formation of the Annual State Plan for vocational education Section 112 programs.

The SMSC and the ACTVE impacted the State Plan through their representation on the Vocational Education Steering Committee. The ACTVE and its staff felt they had played an important role in evaluating the State Plan. In fact, the ACTVE considered the evaluation of the State Plan to be its number one priority. In the past, ACTVE recommendations had not always been incorporated within the State Plan. The ACTVE had criticized the TEA supply and demand information system because it did not approach this information from the standpoint of regional planning. A more general criticism by the ACTVE was that the State Plan had dealt only with those problems it had the resources to address, rather than listing all relevant needs and communicating them to the legislature.

The SMSC also found it difficult to impact on the State Plan, as it had only been able to examine the Plan once or twice a year. Furthermore, some of the recommendations made by the SMSC had apparently been "unacceptable" to the TEA and the State Board of Education. In fact, the SMSC had decided to formalize its comments in a written resolution so that its evaluation of the State Plan would become a matter of record.

The TEA had recognized its inability to incorporate all of the suggested recommendations for the State Plan. TEA personnel believed it had been unable to implement some of the recommendations because they either were not in the best interest of vocational education, or because the TEA did not possess the organizational or technical capacity to implement such recommendations. It was contended that the TEA had been unwilling to incorporate the comments of the Councils into the State Plan, since the Steering Committee members who represented the TEA had challenged the authority of the Councils to impact on the programs. These committee members formed a voting bloc which rejected those Council recommendations that advocated substantive changes in TEA policy. With the passage of the 1976 Vocational Education Amendments, recommendations not incorporated in the State Plan would be placed in the Plan's appendix, along with an explanation of why the recommendations were not in the plan.

While the TEA had to include representatives from the SMSC and the ACTVE when writing the State Plan for Vocational Education, neither the ACTVE nor the SMSC had to include input from the TEA in their Annual Reports to the Governor. Although this lack of reciprocity had troubled the TEA, the staff indicated that their impact on policies of the Councils had been adequate. The TEA had relied on the ACTVE to represent its interests on the policy making of the SMSC, and believed that its close relationship with the ACTVE and staff allowed it to impact on ACTVE policy making.

Section 112 of CETA mandated that five percent of CETA Title I monies be used to provide Supplemental Vocational Education to CETA participants. These funds were to go to the Governor and then be administered through the state education agency. In Texas, the funds were first received by the Governor's Budget and Planning Office, which in turn transferred the funds to the TEA. Although the Division of Adult Programs in the TEA had been responsible for the administration of the Section 112 Supplemental Vocational Education Program, the policy for the program had been set by the SMSC. This meant that staff from the Adult Programs Division and the GBPO had to coordinate their efforts to make the program effective. At the local level, the Adult Program's field staff had offered technical assistance to prime sponsors and local education agencies in the development of vocational education programs to be funded through Supplemental Vocational Education and other CETA programs.

There had been a variety of coordinative mechanisms used by the SMSC, the GBPO, and the Adult Programs Division to promote the effective implementation of vocational education programs. At the policy making level, the Director for Adult Programs, who had been appointed by the Commissioner of Education to serve as TEA's representative on the SMSC, sat on the SMSC's Plans and Coordination Committee. This committee had been responsible for setting policy for the Supplemental Vocational Education Programs. This allowed the TEA to have input on policy that, in turn, had direct impact on the administration of this program. It also provided the SMSC with feedback on the program's success.

Another coordinative mechanism had been the interaction between the GBPO and the Adult Programs staff which took place on a day-to-day basis. These two agencies had an inter-agency agreement which specified each agency's administrative responsibilities and the basis for calculating reimbursable costs under Section 112. Once operating policy and procedures had been set by the SMSC, the two staffs worked together to develop methods for program implementation. In the past, the TEA received a state services contract (four percent Governor's Grant) from the GBPO to cover the administrative costs of the Supplemental Vocational Education Program. When it was discovered that the TEA had been spending more on administrative costs than allowed by CETA regulations, reimbursement for administrative costs was transferred to the Section 112 grant. Staff from the GBPO and Adult Programs perceived the coordinative relationship to be positive and beneficial. Members from both staffs agreed on fundamental issues, such as allowable activities to be funded under Section 112 and the types of training that should receive priority. The cooperative relationship between the GBPO and Adult Programs appeared to be a reflection of the good rapport that had been developed between staff members from the two agencies. It was apparent, however, that TEA staff resented the intrusion of CETA into the field of education, and that they would have preferred to have sole jurisdiction of all CETA funds allocated to vocational education. The ability of the TEA and the GBPO staff to overcome what could easily have led to a jurisdictional dispute over the administration of employment and training programs should serve as a model for other states where difficulty in the implementation of Section 112 had been compounded by the inability of state level CETA and education staff members to agree on Supplemental Vocational Education policy.

Like the SMSC and its staff, the ACTVE had developed a close working relationship with the Division of Adult Programs. The ACTVE had a program officer responsible for representing the ACTVE on adult and special education. The Division of Adult Programs administered Section 112 of CETA, as well as adult education programs. This had resulted in a dialogue between the ACTVE and the Adult Programs Division on the issues concerning Supplemental Vocational Education programs. In fact, the ACTVE received information about Section 112 activities as part of the report it received from the Adult Programs Division.

With the enactment of the 1976 Vocational Education Amendments and the personnel changes in the TEA, there appeared to have been some definite improvements in the level of coordination between the Councils and the TEA. Representatives interviewed from the TEA believed that the relationship between themselves and the ACTVE and the SMSC, with respect to the Five Year and Annual State Plan for Vocational Education was a positive one. The feeling had been that this positive relationship led to coordination between CETA and vocational education. For example, it was pointed out that the State Plan Steering Committee was required to review all nonfinancial agreements relating to the Supplemental Vocational Education Program. Although this required review had served to make the authors of the State Plan more aware of the type of services being provided at the local level, comment on the nonfinancial agreements proved to be untimely, since the Steering Committee had not met often. This resulted in a State Plan which was formulated before the nonfinancial agreements had been analyzed, which meant that the Plan often did not reflect the services that were being provided in the nonfinancial agreements.

The advent of the 1976 Vocational Education Amendments had not changed the basic mechanisms by which the SMSC and the ACTVE had input into the State Plan. Members of the Councils continued to make their major input through their representatives who served on the State Plan Steering Committee. The Councils continued to comment only on the final draft of the State Plan and their comments continued, in turn, to be addressed by the State Board of Education, whose staff came from the TEA.

As the preceding discussion indicates, the mechanisms for input into the State Plan had not changed. What changed was the content of the input. The Vocational Education Amendments required that the ACTVE have more responsibility in the evaluation of state vocational education services. The result of this requirement had been the focusing of the ACTVE's attention on the evaluation of the Plan. The focus of the SMSC also changed, since this Council had become increasingly concerned with the linkages between CETA and vocational education at the local level. SMSC members had become increasingly concerned with the ability of prime sponsors and local education agencies to coordinate and, more importantly, to cooperate with each other on the provision of employment and training and vocational education services to clients.

In contrast were views expressed by the staff of the TEA, representatives from the SMSC, and the ACTVE. Although they believed that coordination between their respective Councils and the TEA had improved somewhat over the last year, they were not as positive about the level of coordination that had taken place. It was the opinion of the GBPO staff that the input of the SMSC staff into the State Plan had been peripheral at best. The reasons behind the lack of effective input had been twofold. First, the relatively small portion of total Section 112 funds was seen as having only minor importance in total planning. Second, TEA personnel believed that, since the funds utilized to implement the State Plan either passed through the state or came from state taxes, state procedures and policies should dominate.

On a more positive note, staff from both Councils had stated that since the new Commissioner of Education in Texas had begun to reorganize the Vocational Education Division of the TEA and to hire new staff for it, the relationship between the Councils and the TEA had improved markedly. In addition, the State Board of Education responded to the comments of the Councils by conducting a study of the administration of vocational education in Texas. This study was scheduled to be completed sometime this year and addressed four major issues: 1) the distribution of funds, 2) compliance with policy and law, 3) evaluation, and 4) information and data systems. There had been much concern on the part of the ACTVE staff that, although such a study would be helpful, it might be used to avoid addressing the comments that the ACTVE and the SMSC had made with regard to State Plan and vocational education programs.

## 4. State-Local Level Coordination

The type of program coordination and the characteristics of the relationship between state and local CETA and vocational education agencies had largely been dependent upon the proportion of total local funds over which the state had control. In Texas, as in most states, prime sponsors and vocational education institutions exercised local discretion over most of the funds they received. This meant that a great deal of coordination that took place between the state and local employment and training agencies had been done on a voluntary basis. There had been a few cases where funds were controlled by state agencies. Counties in the Texas Balance of State prime sponsor received all of their funds from the Texas Department of Community Affairs (TDCA). Although most of their funds had been raised locally, vocational education institutions received federal and state grants through the Texas Education Agency (TEA) for adult education, vocational education, and special education programs. This gave the TEA regulatory discretion over those programs funded through these grants. In most cases, however, the relationship between state and local agencies consisted of state sponsored technical assistance given to local agencies and informal input from local agencies on state planning and programming.

The State Manpower Services Council (SMSC) had the responsibility of monitoring prime sponsor programs and making recommendations to improve their effectiveness. The SMSC evaluation focused on the numbers and types of people being served, the placement rate, and the method of service delivery. The Governor's Budget and Planning Office (GBPO) had developed a Prime Sponsor Monitoring Checklist which was completed by GBPO staff when they made visits to prime sponsors. Because of time constraints, the GBPO staff had been unable to visit every prime sponsor once each year, the result being that checklists had not been completed on an annual basis.

In those cases where a checklist had been completed and a prime sponsor received a less than satisfactory evaluation, little could be done by the GBPO since funding came directly from the federal government. It had been found, too, that when the SMSC received poor reports from the GBPO staff conducting the audits, the reports carried little weight, as prime sponsor representatives had been reluctant to censure their peers. Often the GBPO was unaware of what had actually taken place at the local level, since the regional Department of Labor, which was responsible for supplying prime sponsors with technical assistance, had been the original recipient of the prime sponsor's quarterly report. The Department of Labor was obligated to send only the fourth quarter report to the GBPO. As a consequence, the state had not always been informed about local employment and training programs. In spite of the voluntary nature of the GBPO-prime sponsor relationship, GBPO personnel felt they had a working knowledge of local level programs and that state-local level rapport had been good.

The Texas Advisory Council for Technical-Vocational Education (ACTVE) maintained its relationship with local level educators and noneducators through professional education organizations, personal contacts, and contacts made through public forum activities. The ACTVE had held public forum activities, which included a Governor's Conference every other year and public hearings held in the field on alternate years. The typical format was output/input, meaning that the ACTVE would brief local leaders and participants in vocational education in the state and receive the leaders' input regarding local needs and concerns. A variety of institutional settings had been used for public hearings and ACTVE meetings around the state.

These included local school districts, community and junior colleges, technical institutes, senior colleges and universities, education service centers, chambers of commerce, and other groups.

TEA's Division of Adult Programs had daily contact with local vocational education institutions through the Division's seven field representatives. Field representatives worked directly with prime sponsors and local schools in specific geographic areas to coordinate programs and to offer technical assistance. They determined the needs of the area, developed programs with prime sponsors, and helped local education agencies write up contracts with prime sponsors. The advantage of having Adult Programs administer CETA Supplemental Vocational Education, Adult Basic Education, and Education Programs for Vocationally Disadvantaged, was that field representatives could authorize the funds from one of these programs to be paid for services needed by eligible clients in another program.

When CETA prime sponsors did not have enough money for their Adult Basic Education Program in fiscal year 1977, the Division of Adult Programs contributed additional funds to pay for the instruction of CETA students. The Adult Programs Division and CETA prime sponsors also established a cooperative learning center where CETA paid for equipment while the Adult Programs Division paid for instruction.

### 5. Administration of Supplemental Vocational Education Program (Section 112 of CETA)

Section 112 of CETA mandated that five percent of a state's entitlement under Title I go directly to the state vocational education policy making unit. While other Title I funds went directly to the prime sponsor, Section 112 required prime sponsors to make nonfinancial agreements with the state education agency. This agreement was to cover the types of vocational education services needed in the area. The state then paid local education agencies and community colleges to provide the services through Section 112 funds.

In Texas, the Governor's Budget and Planning Office (GBPO) received the Supplemental Vocational Education (Section 112) grant. Once the grant had been received, it was transferred directly to the TEA, which had the responsibility for program administration. The SMSC had established policies for funding allocation, grievance procedures, and allowable services, and set up guidelines for completing nonfinancial agreements and for monitoring Section 112 programs. These policies were then translated into procedural arrangements by the staff from the GBPO and Adult Programs. The TEA had an inter-agency agreement with the GBPO which specified each agency's duties and responsibilities and the manner in which they effectuated the program as a whole. Personnel from the GBPO and Adult Programs stated that their collaborative efforts in establishing Section 112 policy and procedural guidelines had been working out quite well. The good working relationship that had existed between the two agencies might reflect the similar philosophies espoused by members of both staffs on proper usage of Section 112 vocational education funds, and on the role of vocational education in employment and training programs. The staff members of both agencies had been working together, at least since CETA's passage, and they understood and accommodated each other's viewpoints.

As the administrator for the Supplemental Vocational Education Program, the Adult Programs Division of the TEA worked with local prime sponsors to negotiate nonfinancial agreements, contract for the delivery of services, maintain records and reporting procedures, and monitor contract implementation. Once the prime sponsor determined its program needs, the Adult

Programs Division and its field staff negotiated the contract, completed the paperwork, and insured that the program met state and federal guidelines. Before the TEA would approve a Section 112 program contract, there must have been an indication that training would meet local labor market needs as determined by Texas Employment Commission surveys.

The SMSC had determined the formula for the distribution of funds for the Section 112 Supplemental Vocational Education. In the past, 97.5 percent of the Section 112 funds had been allocated to each prime sponsor area on a pro-rated basis according to the Title I allocation level. The remaining 2.5 percent of the funds were retained as a contingency fund for emergency situations and exemplary programs. The TEA then received Section 106 state services funds to administer the Supplemental Vocational Education Program. This allocation was changed in Fiscal Year 1978 when the SMSC determined that seven percent of the total Section 112 funds, rather than state service funds, should be granted to the TEA for administrative functions. The contingency fund had still been left at 2.5 percent so that the pro-rated share allocated to each prime sponsor would equal 90.5 percent instead of 97.5 percent of the total Section 112 funds.

As a matter of policy, both the SMSC and the TEA determined that Section 112 funds be allocated exclusively to educational services. This included institutional training, adult education, high school equivalency instruction (GED), and English as a second language.

Once a CETA client had enrolled in a Section 112 program, funds would be used for counseling and guidance, vocational orientation, assessment, referral, job development, placement, and follow-up. Section 112 funds could not be used for medical assistance, allowance payments, child care, residential support, family planning services, or legal services. This policy had been advocated by the SMSC, the TEA, and the Governor because of the belief that the small amount of money available through Section 112 should be spent on training, while regular CETA Title I money should be made available for more flexible client services, such as allowance payments.

Two prime sponsors had strong negative reactions to this policy. They felt that, although the TEA was the Section 112 program administrator, they, themselves, should ultimately have had discretion over all funds allocated for training. The conflict in allowable services led the TEA to seek a State Attorney General's opinion. The opinion, which was issued on November 3, 1976, stated that ". . . the State Board for Vocational Education may impose reasonable limitations in providing vocational education services to prime sponsors with CETA funds appropriated to it through the Governor . . ." (Opinion No. H-891). With the issuance of this opinion, the controversy over allowable services had, at least for the time being, come to a halt.

In order to participate in Supplemental Vocational Education Programs, prime sponsors were required to first negotiate nonfinancial agreements with a TEA area field representative. These were to specify the amount of money to be spent, the number of people to be served, the types of programs and services to be provided, and the local education agency that would be contracted to provide the services specified in the agreement. In Texas, a standardized format for the nonfinancial agreement had been developed which simplified the procedure. It was hoped that the standardized format would help prime sponsors to complete their nonfinancial agreements by the required date. This policy was to contract Section 112 services with only one contracting agency in the prime sponsor area, unless a strong case would be made to do otherwise. The TEA would contract only with those training institutions that had been certified by the TEA. Certified institutions included both public and proprietary schools.

The GBPO became involved in the negotiations of the nonfinancial agreements if prime sponsors asked for technical assistance. More often than not, however, this assistance came from the regional U. S. Department of Labor Office. The nonfinancial agreements had been difficult to complete in those cases where prime sponsors could not agree with the TEA on the types of services to be provided or which institution to serve. It was particularly difficult for the TEA to complete agreements with those prime sponsors that resented what they perceived as CETA program interference from the TEA and local vocational education institutions. One result of this conflict was that, although all the nonfinancial agreements for Fiscal Year 1977 were completed, some were agreed upon well after the start of the year's operations.

Both the TEA and prime sponsors had specified their obligations in reporting procedures and client intake and referral. Prime sponsors had been given responsibility for intake, certification, and referral of all Supplemental Vocational Education Program participants. In addition, they were required to supply the TEA and the GBPO with the Section 112 participant characteristics sent to local educational institutions. The TEA had been required to provide prime sponsors with information on the accrued expenditures of those institutions supplying Section 112 vocational education services and a copy of all TEA contracts in support of the nonfinancial agreement.

### 6. Analysis of Supplemental Vocational Education Program (Section 112 of CETA)

When State officials were questioned about the ability of the Supplemental Vocational Program to promote CETA-vocational education coordination, two opinions emerged. The first, espoused by state level GBPO and TEA officials, was that Section 112 had enabled the TEA and local education agencies to establish a cooperative relationship with prime sponsors that might otherwise not have existed. It was believed that, although CETA would have worked well without Section 112, the existing employment and training service delivery system at local education agencies and community colleges might have been underutilized. The Supplemental Vocational Education Program had enabled prime sponsors to take advantage of the expertise of vocational educators who had a better idea of the training and counseling techniques to promote employability. Those supporting this viewpoint believed the nonfinancial agreement had been an important part of Section 112 programs, because it forced the development of linkages between the TEA and prime sponsors and it helped to keep the TEA informed of local level training needs and programs being offered to meet these needs.

The second school of thought, put forth by GBPO staff, was that Section 112, as then written, was confusing and caused more problems than it remedied. This was because the law did not clearly define the roles of agencies administering the program. The law allowed for funding which originated in the Governor's Office to go to the TEA. This did not help to facilitate coordination between prime sponsors and local education agencies since they had not been required to directly communicate about their programs. Some argued that, if the law were changed to allow 112 monies to flow directly to prime sponsors with the requirement that the money be eventually allocated to vocational education agencies, the local level development and administration of programs would improve some evaluative aspects of the Supplemental Vocational Education Program. It was agreed that both the negotiation of nonfinancial agreements and Section 112 reporting procedures had been time consuming and, furthermore, that these procedures should be amended to make administration of the 112 program simpler.

The most prevalent complaint regarding the nonfinancial agreement had been that most prime sponsors devoted very little attention to it since the funds involved had been minor relative to regular locally controlled Title I funds. The GBPO was trying to remedy this problem by requiring that Title I plans and Section 112 nonfinancial agreements be developed at the same time. There was, however, a limit to what GBPO could require of a prime sponsor who received most of its funds directly from the federal government. The reporting procedures required by the Department of Labor differed greatly from those used by the TEA, making it difficult for the TEA to fulfill its obligation to send financial reports to prime sponsors. It had also become apparent that prime sponsors had been so heavily burdened with excess paperwork that they were unable to complete the reports they were obligated to send to the TEA.

Those who wanted to amend Section 112 to allow for direct funding between prime sponsors and local educational institutions argued that one of the benefits would be reduced paperwork and a greater consensus on the types of services provided to program participants. Others argued that local level agencies would not be able to handle a direct funding relationship without technical assistance from the TEA. They worried that the elimination of the nonfinancial agreement would mean that the TEA would lose what little control it had over CETA funded employment and training, and that the State would lose valuable information on types of local level training.

There had also been disagreement over whether Section 112 had an effect on the types of programs administered by vocational education institutions. Most programs funded through Section 112 had been in existence for some time prior to its development. Generally, prime sponsors had not changed their decisions regarding the types of services to be provided to Title I participants. There were, however, exceptions. In a few cases, prime sponsors, once introduced to vocational education programs, chose to supplement Section 112 programs with regular Title I money. There were a few exceptions in which Section 112 funds were used for unique programs such as intensive skill training to meet immediate labor demands and for youth programs. Although it was apparent that, at the time, education had been static and failed to meet the needs of CETA clients, most would agree that without Section 112, the existing vocational education system might have gone unnoticed or been underutilized by prime sponsors.

With the exception of the few prime sponsors viewed as being uncooperative, the relationship between prime sponsors and the TEA was characterized as positive throughout the state. State officials remarked that in most cases, prime sponsors were communicating with local school districts to discuss programming, and manpower planning councils were collaborating with local vocational education advisory councils. There was concern, however, that most of this cooperation produced more talk than action. Everyone interviewed had an opinion on the best method to promote CETA-vocational education coordination, but the solution most often mentioned was better written legislation. The majority opinion was that legislation should clearly specify the roles, responsibilities, and rights of each institution involved in a CETA or vocational education program, and that the regulations should have a closer relationship to legislative intent. It was felt that coordination between the TEA and prime sponsors could be improved by holding regular meetings where representatives from each would be able to discuss problems and identify common areas of interest.

Since the enactment of the 1976 Vocational Education Amendments, little change occurred in the Supplemental Vocational Education Program in Texas. The procedures used to establish the administration of the Program had remained virtually the same. The SMSC continued to have the primary responsibility for establishing program policy. The TEA had been able to impact on Section 112 policy by delegating the chief admininstrator of the Adult Programs Division to serve as the Commissioner of Education's representative on the SMSC.

The Adult Programs Division of the TEA continued to administer the Supplemental Vocational Education Program the same as before the passage of the Amendments. Field representatives from the Division continued to be responsible for providing technical assistance with the negotiations of non-financial agreements, the completion of required government documents, and program monitoring. Evaluation of this program was carried out jointly by staff from the GBPO and the Adult Programs Division of the TEA.

The procedure for fund allocation to prime sponsors and the services allowable under the Supplemental Vocational Education Program had remained virtually the same since the enactment of the Amendments. The GBPO determined that seven percent of the State's program funds should be allocated to the TEA for administrative costs. Each local education agency had been allowed to utilize 13 percent of its allocated Supplemental Vocational Education Program funds for such costs. The balance of the funds were allocated for direct services to program participants. Although a variety of services might be funded by the Program, allowances had not been permitted under current program policy.

Although the Supplemental Vocational Education Program had remained substantially the same, personnel from the TEA believed that the Program facilitated increased coordination at the local level by giving local education

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agencies and prime sponsors an opportunity to communicate, thereby increasing each party's knowledge of the other, both philosophically and programmatically. It was noted, for instance, that only one of the 27 prime sponsors had not as yet completed the nonfinancial agreement and that this was due to time constraints, not to philosophical disagreements. In contrast, staff from the GBPO felt that there had been no improvement in coordination beyond what already existed at the local level. The lack of improvement was attributed to the fact that any linkage that might have resulted from the Supplemental Vocational Education Program had already been obtained at the local level.

### 7. The 1976 Vocational Education Amendments

Staff from the State Manpower Services Council (SMSC) and the Texas Advisory Council for Technical-Vocational Education (ACTVE) had mixed feelings about the ability of the Vocational Education Amendments to facilitate employment and training program cooperation. None interviewed believed that the relationship between the SMSC and the ACTVE would be greatly changed by the Amendments since the two Councils already met the requirements of cross-representation and annual review of each other's reports. Also, the Councils already had been cooperating on projects of mutual interest. The only perceived change in the SMSC-ACTVE relationship was that the two Councils would have to work together to make a joint assessment of employment and training needs. Staff from both Councils expressed the belief that the success of this assessment would depend upon the ability of the State Occupational Information Coordinating Committee (SOICC) to obtain the supply and demand information needed for an accurate evaluation.

Representatives from the TEA expressed the viewpoint that the Vocational Education Amendments, which required that the SMSC and the ACTVE comment on the State Vocational Education Plan, were inequitable since they failed to mandate that the TEA comment on the Annual Reports of the SMSC and the ACTVE. There was some question as to whether the Amendments would facilitate greater coordination between vocational education and CETA because the amount of federal funds for vocational education were relatively small, and consequently, the leverage of the federal government was quite weak. Most state level staff mentioned that cooperation between agencies could only be increased by giving them a financial incentive to get together. This would seem contradictory to the commonly expressed viewpoint that mandated coordination using financial incentives takes away local agency freedom and thereby conflicts with the legislative intent and purpose of CETA. In summary, the attitude of most of those interviewed was one of skepticism based on the belief that the Amendments did not alter those factors that most affected program coordination.

### 8. Youth Employment and Demonstration Projects Act of 1977

Personnel from both the Advisory Council for Technical-Vocational Education (ACTVE) and the State Manpower Services Council (SMSC) possessed little knowledge of the possible effects that the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) might have on coordination between CETA and vocational education. Staff from the Governor's Budget and Planning Office (GBPO) suggested that representatives from the Texas Education Agency (TEA) might be able to offer insight on the effects of YEDPA. However, when officials from the TEA were questioned, they stated that they had little knowledge about the implementation of the Act since it was the responsibility of local, rather than state, level agencies. A staff member from the GBPO did reveal that prime sponsors had had difficulty in the negotiation of informal agreements with local education agencies because of the multiplicity of school districts in each prime sponsor area.

The field representatives from the Adult Programs Division of the TEA had no formal involvement with the YEDPA program. Personnel from the Division stated, however, that because of this, the Supplemental Vocational Education Program had not reached its potential. Indeed, there was no legitimate mechanism to ensure coordination between these programs and the ones established under YEDPA.

### 9. Conclusion

At the state level, a substantial amount of coordination had apparently developed between the Advisory Council for Technical-Vocational Education (ACTVE), the State Manpower Services Council (SMSC), and the Texas Education Agency (TEA). The ACTVE had worked with the SMSC since the latter was established. The exchange of members between Councils promoted information exchange and program cooperation. Unfortunately, the two Councils had served only in an advisory capacity, and their authority to mandate coordination at the state and local levels and been circumscribed by the ability of local education agencies to receive program funding without the approval of the Councils. Although the SMSC could recommend that prime sponsors not receive federal funding if they failed to coordinate their programs with local vocational education programs, it was unlikely that this type of action would be taken because over half the SMSC members represented prime sponsors. There was unanimous agreement among all who were interviewed that, while coordination between the ACTVE and the SMSC had already been in effect, the 1976 Vocational Education Amendments facilitated coordinative action between the Councils and the TEA.

The Governor's Budget and Planning Office (GBPO) and the Adult Programs Division of the TEA had managed to develop and maintain a congenial relationship in the administration of the Supplemental Vocational Education Program. They were, for example, able to agree on the types of programs and services to be funded under Section 112. The personalities of the representatives from the GBPO and the Adult Programs Division had also enabled them to deal with the "turf" problems that might have caused overt conflicts. Field representatives from Adult Programs offered assistance to prime sponsors with the development of vocational education and Adult Education Programs. Staff from the GBPO were able to mediate disputes that had arisen between the TEA and prime sponsors. This did not mean, however, that staff from both agencies had been satisfied with their role in the Section 112 Program or CETA in general. The TEA staff would, of course, have liked to become more involved in CETA than they were at the time. They felt themselves to have the expertise in vocational training and, therefore, should rightly have additional mandated input into CETA programs. TEA members interviewed had been especially resentful of the CETA Title III Youth Employment and Demonstration Program which had allowed prime sponsors to make contracts for services directly with local education agencies without the help of TEA field representatives. Some staff from the GBPO disagreed with the TEA's contention that prime sponsors and local education agencies needed technical assistance from field representatives. They believed instead that the best way to promote local level coordination would be to specify that a certain proportion of CETA funds be allocated to education, thereby allowing the local agencies to negotiate directly on the types of programs that should be offered.

At the local level, coordination between prime sponsors and local education agencies had improved as a direct result of the Supplemental Vocational

Education Program. There was some disagreement as to whether program coordination was still on the increase or whether it had begun to stagnate. It was mentioned repeatedly that local education agencies and prime sponsors could not be required to coordinate more than minimally as long as the major proportion of a school district's funds were raised at a local level and the major proportion of a prime sponsor's funds came from the federal government. In addition, some state level agencies had little funding power over the local level agencies involved in CETA and vocational education programs. Thus, the state agencies had only limited control over the local level agencies in effecting program coordination.

It is interesting to note that many of the Texas officials believed that the origins of coordinative problems between CETA and vocational education lay with the legislative and executive policies of the federal government. These federal policies tended to promote overlapping and categorical problems, rather than streamlining funding mechanisms. Thus, local providers of human resource development services were not aware that coordination was of paramount importance. It had been felt that if programs were consolidated at the federal level, therefore eliminating the duplication of services at the local level, the result would be reduced program costs, improved program management, and increased output of employment and training and vocational education programs.

# CHAPTER SIX

# CONCLUSIONS AND RECOMMENDATIONS

## CONCLUSIONS AND RECOMMENDATIONS

The results of this study indicate that the level of coordination between CETA and Vocational Education has increased since the Vocational Education Amendments of 1976 were enacted. The results of the national survey questionnaires indicated that the 1976 Amendments were perceived as having contributed to the increase in coordination. They also indicated a positive relationship between State Manpower Services Councils and the State Advisory Councils for Vocational Education.

The results from the state level in-depth interviews in Michigan, New Jersey and Texas and the two waves of local level questionnaires administered in Michigan, New Jersey and Texas indicated that the Amendments did have some minor impact on coordination and that moderate increases have occurred in the respective relationships between CETA administrators and vocational educators.

This chapter is broken into three parts. The first part describes the conclusions of the study taken from the various survey instruments and interviews, and the second part describes some recommendations made by the project staff. Part three summarizes the conclusions and recommendations in list form. Although the conclusions are closely tied to research results, recommendations are often more subjective emanating not only from the research conclusions, but also from the other perceptions which the staff developed during the study.

## A. CONCLUSIONS

The conclusions of the study regarding the impact of the amendments on coordination can be broken down by level of government. The following section describes these conclusions by state, local, and federal levels. Then some general conclusions are reached.

### State

The first conclusion of the study regarding CETA-vocational education linkages at the state level is that coordination, or at least the perception of it, has improved substantially during the period of the study. This perception came through in responses from both the CETA and vocational education personnel and was pervasive. Both, however, perceived substantially less impact at the local level.

A second conclusion related to the state level of government concerns informal communication. As part of their perception of improved overall coordination, state level policy makers in both education and employment and training agencies feel that interaction with one another has increased during the period of this study. This interaction is not only the increased formal communication required by the various legislative mandates, but also informal interchange which promotes informal cross organizational linkage and information exchange.

A third major state level conclusion is that collaboration on the formulation of state plans has grown in amount and improved in quality. State level planning is a mandated function in both systems and is important to the workings of each. CETA-vocational education collaboration is not possible without coordination of state level planning.

Fourthly, interlocking memberships on state level boards and councils such as the state employment and training services councils and the state advisory councils on vocational education have increased. Some states, such as Michigan, have established vocational education subcommittees of their employment services councils containing members of the full council plus some additional representatives from education.

A fifth discovery, which reinforces the first and second state level conclusions, is that a large number of joint conferences have functioned across the country. These conferences have brought together vocational educators and CETA personnel for a variety of reasons. Some have discussed problems which have restricted the constructive interface of the two systems. Some have focused on the impact of new legislation including the Vocational Education Amendment and the Youth Employment Act.

Finally, the data of the study indicates that 1976 Vocational Education Amendments are, by themselves, a significant cause of the increased coordination at the state level. The potential causes of changed behavior are numerous, including other federal laws enacted during the study period, but at least at the state level, people feel they can recognize the changes promoted by the 1976 Amendments.

## Local

Most importantly, at the local level there have been only minor indications of improved coordination or the perception of improved coordination. Although the statistical analysis shows some trend towards improved coordination, the variation was not statistically significant. This fact is coupled with the probability that at least some improvement should have been recorded as a survey bias. Policy makers, knowing that improved coordination is legislatively mandated, would tend to respond favorably to the survey questions. Therefore, a slight change in perceptions should be discounted for that reason alone.

A second conclusion concerning the local level of government is that local administrators perceive that any improvement in CETA-vocational education coordination which may have occurred during the period of the study was probably not caused by the 1976 changes in the Vocational Education Act. During this same period the Youth Employment and Demonstration Projects Act was passed, one provision of which sets aside 22 percent of all locally designated youth employment funds. In order to be able to spend these funds, prime sponsors must work out plans jointly with one local education system. Local administrators of both prime sponsors and school systems felt that the mandate of that 22 percent set aside was a much stronger stimulant to coordination than Section 112 of the Vocational Education Act or other parts of the Vocational Education Amendments.

## Federal Level

The primary fact about coordination at the federal level was that it was poor. At the time of the study, few federal agency units existed which were concerned with CETA-vocational education coordination. Interviews with federal officials uncovered a degree of antagonism between Department of Labor officials in the Employment and Training Administration and bureaucrats in the Office of Education. In one case where a CETA coordination unit was set up in the Office of Education, the existence of that unit was not well known in ETA. The Deputy Commissioner for Education has recently set up an interagency task force and has placed new emphasis on the coordination issue. This new unit began after the study ended. There are other indications that coordination at the federal level has increased in recent months, but it could be substantially improved. Staffing limitations in both departments would suggest a lack of top-level commitment to coordination.

The second conclusion of the study relative to the federal level is that the seeming lack of coordination is having a psychological impact on the entire system. It is possible that CETA-vocational education coordination among federal bureaucracies is not substantively important since service delivery is clearly a local function under both systems. It may be psychologically important, however, since many local administrators use perceived federal chaos as an excuse for lack of local coordination efforts.

General

In addition to the conclusions relating to levels of government, the following general conclusions have been drawn. First of all, as is true with many bureaucratic issues, the degree to which the CETA and vocational education systems work together in any state or locality depends on the degree to which personalities and personal relationships promote the crossing of organizational lines. In states where linkages were apparent even before the legislation mandates, it was often the result of the leadership of one individual who makes a point of promoting collaboration. A key question is, how does the system institutionalize such behavior.

Secondly, it is concluded that a primary deterrent to CETA-vocational education linkage is the fact that they are systems with different structures. The CETA system is a federal-local system, meaning that money and directive flow directly from the federal government (through its regional offices) to the local prime sponsor. The vocational education system is a state-local system. The provision of vocational education services is essentially a local school district responsibility, but through substantial state aid, the state plays an important decision-making role. Federal aid exists, but often flows through the state. This divergence in structure makes it difficult to mandate coordination from either the federal or the state level.

A third general conclusion is that a cultural difference seems to exist between those individuals that staff the CETA system and those that staff the vocational educational system. This cultural difference is most pronounced at the local level. Here culture means habitual behaviors and attitudes and include such things as attitudes about work, training, disadvantagement and sometimes race. Cultural differences increase communication problems, and reduce the concurrence of goals.

## B. RECOMMENDATIONS

The following suggestions are offered by the staff of the CETA vocational education project. They flow in part directly from the conclusions of the study, but are also subjective statements based on the experience gained by the research team in this and previous projects. Of particular significance was the experience gained in the Education-Employment Policy Project of Michigan for which all members of the CETA-Vocational Education staff worked. That project analyzed all parts of the education, employment and training system for the state of Michigan with emphasis on interagency coordination. CETA and vocational education were two of several parts of the system looked at.

The first recommendation of the project staff is directed at national legislators writing new legislation to promote coordination of the two systems. In terms of promoting local level interface which has the greatest chance of impacting clients, we feel that the mandatory approach taken by 22 percent set aside provision of the Youth Employment and Demonstration Projects Act is superior to that of the amended Section 112 of the Vocational Education Act. Mandatory joint local project planning is essential to getting local decision makers to work together.

A second recommendation is that the state's role in the administration of CETA be reviewed with the purpose of creating a federal-state organizational structure more congruent with education. To require state level coordination at the planning level without state implementation capacity at the local level seems a serious void.

A third recommendation of the project is that one of the best ways to promote coordination of two bureaucratic structures is to affect the behavior at the administrative level of local personnel. To do this, career incentives must be built into the legislation to induce collaborative behavior. At present there is no incentive for the local administrator to spend time on interagency efforts, particularly when substantial career risk may be involved.

Career incentives include wage increases, promotion, and enhanced ability to pursue new career ladders.

A fourth recommendation of the project staff is that substantially more inservice training is needed for both vocational educators and CETA staff. Such training could involve short-term intensive training such as sessions on how to deal with new legislation. It could also include more educational type programs to broaden the perspective of administrators and staffers and bridge cultural gaps. One set of topics to be treated, of course, would be various issues and legislation related to CETA-vocational education linkage. In these sessions and many others, both CETA and vocational education personnel should be participants in the same program. Although this type of training does exist to some degree in some locations around the country, substantially more resources should be invested. Governor's set-aside monies should be increasingly used for this purpose.

# C. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

## State Level Conclusions

1. Coordination or the perception of it has improved substantially at the state level.
2. State level policy makers feel that informal communication with one another has taken place more often.
3. More collaboration exists on the formulation of state plans.
4. Interlocking memberships on state level boards and councils such as the state employment and training service councils and the state advisory councils on vocational education have increased.
5. A large number of joint conferences have functioned across the country.
6. A significant part of increased coordination can be attributed to the 1976 Amendments alone.

## Local Level Conclusions

1. There is little sign of improved coordination or the perception of improved coordination.
2. Local administrators perceive that improved coordination has resulted more from the impact of the 22 percent set-aside program of the Youth Employment and Demonstration Projects Act than from the 1976 Vocational Education Amendments.

## Federal Level Conclusions

1. Coordination between federal CETA officials and the federal vocational education system continues to be poor.

2. At the time of the study, few federal interagency units existed concerned with CETA-vocational education coordination.
3. CETA-vocational education coordination among federal bureaucracies may not be important substantively since service delivery is clearly a local issue, but it is psychologically important since many local administrators use perceived federal chaos as an excuse for lack of local coordinative effort.

## General Conclusions

1. As is true with many bureaucratic issues, the degree to which the CETA and vocational education systems work together in any state or locality depends on the degree to which personalities and personal relationships promote the crossing of organizational lines. Few suggestions exist for institutionalizing such behavior.
2. A primary deterrent to CETA-vocational education linkage is the fact that they are different systems. The CETA system is a federal-local system, while the vocational education system is a state-local system with some federal support.
3. The culture (habitual behaviors and attitudes) of the CETA system staff is different from that of the vocational education staff, causing communication problems at all levels.

## Recommendations

1. In terms of promoting local level coordination which has the greatest chance of impacting clients, the approach taken by the 22 percent set-aside provision of the Youth Employment and Demonstration Project Act is superior to the mandate of Section 112.

2. One of the best ways to promote coordination of two bureaucratic structures is to induce administrative collaboration at the local level. Two ways to accomplish this are:

   a) Build career incentives into the legislation to induce collaborative behavior.

   b) Invest in substantial mid-career training for state and local administration to explain the purposes, advantages and requirements of collaborative efforts.

# A POSTSECONDARY RESPONSE TO UNEMPLOYED YOUTH

The Fund for the Improvement of
Postsecondary Education

## Serving Youth: A Fund Role

Fewer than 20 years ago, not many educators seriously believed that colleges and universities had any responsibility for the education and training of persons who had not completed high school work, including many of the nation's unemployed youth, adults, and high school dropouts. Persons who were not able to complete a high school degree or find work were expected to turn to the welfare system or vocational training programs. The formal postsecondary education responsibility began only after high school graduation. More recently, however, in part because of increasing concern over equal education opportunity at all levels of schooling, some parts of postsecondary education have expanded their responsibility to include pre-collegiate remediation, joint high school and college curriculum efforts, and programs to give a second chance for advanced education to adults and minorities who were formally excluded from the system. At the federal level the response has been an array of programs including compensatory skills programs for disadvantaged youth, community and adult education programs which provide funds for formal education at the local level for persons needing basic literacy skills, and high school diplomas. These programs frequently utilize the resources of local community colleges and community-based organizations.

Since its inception, the Fund has sponsored a small, but significant group of innovative approaches to the education of high school dropouts through its annual Comprehensive Program competition. The projects have provided alternatives to out-of-school youth providing training, basic skills instruction, and direct paths to jobs. The Fund is impressed that one of the most important roles colleges, universities, and community organizations can play relates to their independence from compulsory schooling structures. It is not surprising that postsecondary educational institutions may succeed in keeping youth in formal learning programs precisely because they are *not* the same environments in which these students previously failed. This view created an important context for the experiment undertaken by the Fund and the Office of Youth Programs of the Department of Labor (DOL) in 1979-80 and offers a fresh view of the capacity of colleges to serve CETA youth. Although the ultimate impacts of programs lie ahead, the preliminary outcomes are promising. The projects described here have been able to tap the resources within their institutions to respond in diverse ways to particular and often unanticipated needs of unemployed youth. They have been able to team their resources with prime sponsors to create new opportunities for CETA youth.

This initial collaboration with DOL further convinces us that the Fund has an important role to play in encouraging quality postsecondary programs serving CETA youth. In addition to funding some promising models, the Fund hopes to encourage other postsecondary agencies to begin work in this area and to create networks for sharing the results of postsecondary programs. The Fund anticipates future activities along these lines in conjunction with the Department of Labor and through the normal channels of its program. This publication is being issued as the projects are in the middle of their "project lives."

Although many staff and practioners are responsible for the current program, I would particularly like to single out the contributions of Lynn DeMeester in the development of the program, Joanne MacDonald for coordinating project activities and the advisory panel members who generously provide support to the activity without compensation. We all feel, however, that the real story to be told is the work of the Project Directors. This publication is the beginning of several reports to describe their work and leadership in development programs for CETA youth.

Charles I. Bunting
Acting Director, The Fund for the
Improvement of Postsecondary Education

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## A Collaborative Program

Helping youth—particularly those who are disadvantaged—to move from high school or unemployment to jobs and productive career patterns continues to be one of our nation's most persistent, unsolved problems. Education alone cannot hope to solve this problem of youth unemployment; its causes and dimensions are profound and wide-ranging. But part of the solution does lie within the domain of education: the development and implementation of more effective approaches and services than are currently being provided to unemployed youth. In order to respond effectively to this need, then, both the realities of youth unemployment and the inadequacy of current educational services provided to this clientele must be addressed.

The projects described below resulted from an interagency agreement between the Department of Labor (DOL) and the Department of Education (DOED). Specifically, $1 million of discretionary monies from DOL's Office of Youth Programs have been transferred to the Fund to apply the resources of postsecondary institutions and agencies to meet the pressing needs of economically disadvantaged youth.

The intent of DOL's Office of Youth Programs to foster new youth programs, and the mission of the Fund to improve postsecondary education provide a unique opportunity for an interagency collaboration.

Through its "Unemployed Youth: A Postsecondary Response" Program, the Fund sought proposals from a variety of applicants: 2- and 4-year public and private colleges, vocational and proprietary schools, community and other nonprofit agencies. Since the Fund was able to support only a limited number of projects, it is our intention to use all aspects of the program activity itself to learn about the potential role of postsecondary agencies in serving youth.

These funded projects, in contrast to traditional CETA youth activity, linked colleges and universities with Prime Sponsors in designing quality programs in basic skills, generic skills, academic areas and job training for persons 16- to 21-years-old.

The Fund selected 20 projects from a pool of 232. Of the 20 projects, awards went to 10, 4-year colleges and universities, to six community colleges and to four community-based organizations including an urban municipal agency. Even though these 20 projects primarily work independently, the Fund involves them in some informal information sharing and networking. This is being done with the assistance of an Advisory Panel that has been developed to provide technical assistance to the individual projects and program staff.

At the end of the 16 months, it is expected that these 20 projects will increase the educational and career opportunities for economically disadvantaged youth and that postsecondary institutions will fully realize their potential as service deliverers for this group.

Following is a description of each of the 20 projects funded. The individual descriptions are largely in the language of the Project Directors themselves, and represent the first 4 months of program operation.

Lynn DeMeester and Joanne MacDonald

## Characterizing the Projects: Sharing Results

The 20 individual projects are clearly diverse, yet there are common threads which tie them together—many took a first step in forming a relationship with their prime sponsor. All are dedicated to improving the opportunities of economically disadvantaged youth. The projects also share common functions—counseling, basic skills instruction, career training, and work site experience.

The 20 funded grantees represent 10, 4-year public and private institutions, six, 2-year public and private institutions, and four community-based organizations. However, individual projects include collaborations much more complex than this simple characterization. For example, all of the community based organizations have ties to one or more postsecondary institutions: one grant (the University of Arizona) works with five school districts and 16 high schools, the University of Wisconsin assists 20 community based groups; and the City of Cambridge aims to reach 15 community colleges in Massachusetts. All of the grants feature the essential tie with the prime sponsor. Many relate to two, and one grantee collaborates with four prime sponsors and two CETA subcontractors. Thus, in terms of formal relationships, the $1 million program directly involves 40, 2- and 4-year colleges, as well as 25 community based organizations and 30 prime sponsors, numbers which would be further expanded by including all "secondary" relationships to employers, community groups, and schools that interact with the projects.

Sixteen of the projects provide direct service to approximately 1,400 students. Faculty, counselors, and CETA staff are also served. Individual projects reach diverse populations including Hispanic and Native American students as well as handicapped students who are in high school. Many serve

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women. The 232 applicants to the program requested funding totalling $13 million, an amount nearly equal to the Fund's total 1978 program budget. All projects have formed a relationship with their prime sponsors and in half of the cases these are "first-time" relationships. Projects are receiving as much or more direct support from the prime sponsor as the grant itself in amounts ranging from $13,848-$383,760. Prime sponsors typically assist with intake and referral services and provide students allowances or stipends. Some provide aid for supplies, transportation or administrative overhead, and personnel costs. In most cases, the prime sponsors were not familiar with the project before they were approached by the postsecondary agency. Nevertheless they were receptive and willing to make financial and service commitments. Although the endurance of these relationships is still being tested, the Fund is tremendously encouraged by these initial experiences.

Several strategies are underway to learn about the results and impacts of these projects. The Project Directors are preparing four reports during the 16 months of project activity. The reports are structured along themes which mirror the progress and evolution of the projects. Thus, the initial theme represents the activities of the start-up phase and directors described their relationship to prime sponsors, the recruitment process and preliminary impacts upon the institutions. These reports will build a narrative for individual projects as well as a story across the projects.

Initial covenings of the Project Directors and panel members have also addressed questions of impact—how to judge the results of these projects. Two strategies are underway. First is a survey developed to be administered across all projects. The survey items represent a subset of data collected to fulfill reporting requirements of prime sponsors.

In addition, an independent evaluation will produce case studies of the projects. A common set of questions will be administered to relevant project personnel. The results of the survey and cross-project evaluation will be available following the conclusion of the projects (January 31, 1980). In order to receive all reports for this program, we invite you to complete and return the mailing card on the back cover of this publication. The Fund and DOL intend that the results of this project be visible, widely shared, and available to all interested practioners.

# Project Descriptions

## Opportunity College

Auburn University
Montgomery, Alabama 36117

Joe Boyer, Project Director

Auburn University in Montgomery, Alabama (AUM), an operationally serparate unit of Auburn University, is a state-supported land grant university enrolling 4,900 students. To respond to the needs of unemployed youth in the Montgomery area, AUM, in cooperation with Manpower Consortium, established an Opportunity College for CETA-qualified high school completers. Opportunity College is a project in which CETA qualified youth receive instruction in basic mathematics and communications for 4 hours a day. For an additional 4 hours each day, participants are placed in jobs that are related to careers in which they indicate interest. The objectives of the project are: (1) to enable project participants to attain at least 25 hours of college credit toward a degree by taking an examination, and (2) to develop employment skills so that project completers can gain employment through Cooperative Education, College Work-Study, or through their own initiative while completing the requirements for the college degree. The project currently has 42 participants, most of whom are black females whose average age is 20.

The project is administratively located within the School of Education, and is directed by a department head. The project director is the University's representative to Manpower Consortium in matters relating to the project. The Prime Sponsor, Manpower Consortium, is one of five consortia in Alabama, and is the administrative agency for CETA programs in Elmore, Autauga, and Montgomery counties. The Consortium contributes over $350,000 to the project in stipends and salaries.

A distinctive feature of the project is the manner in which participants move into collegiate courses. During the second quarter of enrollment in the project, 12 high achievers enter in college courses in English and Mathematics, while other participants improve their skills through an individualized program. During the third quarter, those who are in regular English and Mathematics audit other courses in the Freshman curriculum, while an additional 12 are grouped for regular college English and Math. This pattern continues until the end of the fourth quarter, at which time all participants are administered the CLEP test.

As a result of Opportunity College, it is anticipated that 30 percent of the project completers will attain a score on the CLEP test that will exempt them from the entire Freshman curriculum. Another 20 percent will acquire at least 30 credits, and the remainder of the project completers will acquire at least 25 credits. All participants will be assisted in finding employment and in securing financial aid to complete the college degree. The University will identify features of the project that can be institutionalized, in addition to discovering other ways by which it can respond to the needs of unemployed CETA—qualified youths.

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## Survival Skills for Handicapped High School Youth

**University of Arizona**
**Phoenix Office,**
**2522 North 50th Street**
**Phoenix, Arizona 85008**

**Julie Schwartz, Project Director**

Mentally handicapped youth experience chronic unemployment in their young adult and mature years. The lack of interpersonal skills and inadequate job site performance contributes to frequent unemployment or withdrawal from the labor force. A 2-year pilot program, jointly funded by the U.S. Department of Labor and Arizona State Department of Education developed an educational approach useful in developing job survival skills for mentally handicapped high school youth. The program also improved the students' self-image, identity with the world of work, and with adult roles. The University of Arizona, aided by a grant from the Fund, replicated this program throughout the communities of Arizona. The courses are offered to CETA-qualified handicapped youth who are in high school and are taught on the campus of the local community college.

Presently, five of the 15 traditional Arizona community colleges are offering this unique course to approximately 100 handicapped students. The project has conducted orientation and training workshops in two counties and has trained program coordinators in the selection of students and processing of CETA information. Teacher training for the instructors is being conducted. The community colleges are contributing visiting faculty salaries. Procedures are underway to incorporate this syllabus in the ongoing course offerings of the community colleges in the Phoenix and Tucson areas. Similar programs are being initiated in the CETA agencies and community college systems serving other counties in Arizona.

The University of Arizona College of Education, Department of Business and Career Education is conducting this program. The Y.E.T.P. project complements earlier commitments of the department to initiate programs and increase professional skills among institutions who serve the mentally handicapped.

By the end of the funding period in January 1981, courses will have been piloted in at least nine community colleges and adopted as an ongoing portion of their course offerings. Two other sequential job survival skill courses will have been introduced for any adult who needs a supportive environment in which to develop work habits and individual career plans. The curriculum and operational methods needed to accomplish the complicated interaction between secondary schools, community colleges, and CETA agencies will also be available to any educational institution seeking to serve the handicapped population.

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### Training Community College Personnel to Adapt the Job Factory

City of Cambridge
Department of Manpower Administration
51 Inman Street
Cambridge, Massachusetts 02139

Sylvia Walker, Project Director

The Cambridge Office of Manpower Affairs (COMA), a department of the city government of Cambridge, Massachusetts is operating a 16-month program related to job search education. The purpose of the project is to train interested counseling and academic personnel within the Massachusetts Community College system in the principles, methods, and techniques of the Job Factory. In 1976, COMA devised a unique job search education program called the Job Factory. This program, a 1-month long period of job search skill training and disciplined job search activity, was integrated into Cambridge's CETA activities with notable success—an overall 70 percent placement rate of clients who represent a wide range of occupational abilities and interests.

The City of Cambridge is a CETA consortium prime sponsor. Four other local communities are included in the consortium. COMA is responsible for the management of all CETA activities with the City of Cambridge.

The dissemination of this approach to the 15 institutions in the Massachusetts Community College System has required some modification. The training program is offered through a 6-day formal seminar. Three training seminars are being offered at separate sites appropriate to the diverse locations to the Massachusetts Community Colleges.

Following training, participants may visit or participate in 5 days of ongoing Factory activities and receive 3 days of site assistance by Job Factory staff. Participants are encouraged to develop formal recommendations or adaptations of the approach within their own contexts. The objectives of the program are twofold: (1) to enhance the capabilities of college staff in their regular placement work with CETA-qualified youth; and (2) to encourage new job search education models for this group within the community college system.

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**Youth Employment Training Program**

Cheyney State College
Duckrey Social Science Center, Room 255
Cheyney, Pennsylvania

Margaret M. Mitchell, Project Director

Cheyney State College is one of a 13-state college system in Pennsylvania and it services a predominately minority population. Cheyney has designed a program to improve the employability of black youth by improving personal practices, self-esteem, and academic skills. The program is designed to provide these skills in such a manner that students will continue *beyond* the first unsubsidized job.

The first phase of the program features three essential components: (1) basic education skills (reading, language, arts, and math) via a computer-based teaching instrument ("Plato" designed by Control Data, Inc.) supplemented by classroom exercises; (2) 3 to 5 hours per week (20 hours total) in workshops covering Human Relations, Fine Arts (drawing), Industrial Arts, and Home Economics; and (3) occupational and educational exposure. All workshops offer an overview of job related skills as well as skills for life survival. The Human Relations workshops address job/employee attitudes and interpersonal skills. To achieve maximum exposure, all workshops are mandatory for all students. Guest speakers from institutions and occupations specified as areas of interest by the student provide additional information regarding jobs and/or education. Phase I is slated to end April 1. Phase II involves a new set of mini-workshops.

The prime sponsor for Cheyney's program is the Delaware County Manpower Office located in Media, Pennsylvania providing funding amounting to $123,150. The prime sponsor determines economic eligibility at initial intake, acts as a first screen for attitude toward work and education, assists in community recruitment, has charge over time reporting (based on day-to-day reports), and assists in services to students (medical, child care, some family counseling, etc.).

The program evaluation is measuring: (1) basic skills improvement through the use of pre and post-evaluative instruments; (2) placement into employment or postsecondary programs. The program is also measuring the student's improvement of interpersonal skills, self-esteem, self-confidence and overall ability to function in responsible working roles.

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## The Communiversity Career Opportunities Program

**Community Development Center, Inc.**
**550 E. Carson Plaza Drive**
**Suite 201**
**Carson, California 90745**

**Abel Salazar, Project Director**

The Community Development Center, Inc. (CDC), is a private nonprofit corporation whose primary purpose is to assist and link economically disadvantaged youth with employment training opportunities. The Communiversity Enhanced Career Opportunities Program (CECOP) is an endeavor by CDC and California State University Dominguez Hills to increase the educational and career opportunities of 30 economically disadvantaged youth (16-21) of Chicano, Samoan, and/or Philipino background. Additionally, the program provides participants with a career-oriented work experience as well as classroom training to improve basic skills and generic competencies.

To attain program goals, CDC first determined that participants were CETA-eligible, conducted an initial interview to appraise staff of high school experiences (academic and social) and assessed long range employment and educational goals. The participants are then provided with approximately 40 hours of classroom training involving completion of the Comprehensive Occupational Assessment Training Systems (COATS). During this time, the participants are also provided with an orientation to the world of work through the use of classroom presentations and practical demonstrations on how to get and keep a job. An individualized evaluation of strengths and weaknesses is provided. A post-test will be administered to assess and measure the degree of improvement in the participants' basic skills and generic competencies. Upon completion of classroom training, the participants are placed in job sites where they receive career-oriented work experience relevant to their educational and employment goals. Monthly evaluations are completed by site supervisors. Throughout the year, the participants receive individual and group counseling by program staff to assist with personal, academic and career guidance.

Participants are paid for their enrollment and training in the Communiversity Program through CETA, Title IVA funds ($40,000) provided by the local prime sponsor in the County of Los Angeles. The main outcome of the program will be to assess the impact of the Communiversity Program on CETA-qualified youth as well as to provide documentation and data showing improvements in the basic skill levels of the participants. The program will strive to combine community and university-based resources in a joint effort to raise the short- and long-term employability of economically disadvantaged Hispanic and Pacific Island youth.

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### Preparation for Careers in Plastics

Elgin Community College
1700 Spartan Drive
Elgin, Illinois 60120

Juan Cruz, Project Director

Elgin Community College's Fund project helps any CETA-eligible youth between the ages of 16 and 21 prepare for entry-level positions in the plastics industry and/or placement in continuing education in the plastics field. Participants continue in either a 1-year certificate or 2-year associate technical degree program.

The program consists of four components and is helping 40 Spanish-speaking CETA youth prepare for careers in the plastics industry. Students complete 160 hours of language instruction, 192 hours of vocational English instruction, and 160 hours of technical training and counseling. Project sessions involve classes in blueprint reading, plastic machine operations, GED preparation, career and job skill development, math, and personal safety. Included are plant tours to familiarize students with an actual job atmosphere. There is a 1-week internship at the end of the program to give actual job experience to the students. The project will conduct two additional sessions, one in the summer and one in the fall.

Currently, there is no direct relationship with the prime sponsor, but the projects deal with the Elgin Field Office of Kane County CETA. They are supplying 15 stipends for 11 weeks.

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### CREST (Counseling, Remediation, Experience, Skills, Training)

Monroe Community College
1000 East Henrietta Road
Rochester, New York 14623

Barbara Goodnough, Project Director

Monroe Community College, a 2-year community college serving 11,000 students, has entered into a cooperative effort with the City of Rochester CETA Administration and the County of Monroe CETA Administration to address the problem of minimally skilled unemployed youth. The CREST Program is designed to provide career exploration and direction, and remediation of basic skills to economically and academically disadvantaged high school graduates. Recognizing the high dropout rate of youth in skills training programs and the equally high unemployment rate of youth of this community, a 15-week program was designed focusing on career assessment to identify appropriate placements in educational and/or skills training programs as well as to upgrade basic skills. The goal is to increase the potential employability of participants in the labor market.

The CREST Program is operated under the direction of the Developmental Studies Department of Monroe Community College. Youth enrolled in the program are administered a locator test in the basic skill areas of math, English, and reading prior to acceptance. Youth scoring at a ninth grade level or below are admitted to CREST. Following acceptance, a career interest survey and personal interview are conducted to determine career objectives. Youth are assigned to the appropriate Developmental Studies courses to upgrade skill deficiencies. Additionally, students are enrolled in an introductory course in the career field of their interest. An 8-hour per week field experience in their career area is a component of the program. Intensive career counseling occurs over the 15 week period in which each participant explores the career field of his choice in relation to skills, aptitudes, interests and employment outlook. The ultimate goals of the program include: (1) upgrading the individual's basic skills to allow successful competition in career degree programs, skills training programs, apprenticeship programs or employment opportunities; and (2) development of an educational and/or employability development plan and the subsequent transition from CREST to the appropriate placement to obtain the career objectives identified.

The success of the program will be determined by the number of youth who successfully complete the goals and objectives of their educational employability development plan. The implications of this program can be evaluated for extension to other segments of the unemployed population, i.e., the chronically unemployed, the high school dropout or the displaced homemaker.

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## Survival Skills Programming for Special Needs Youth

Division of Special Vocational Needs
300 W. Nebraska Hall
University of Nebraska
Lincoln, Nebraska 68588

Gary Meers, Project Director

The University of Nebraska's Division of Special Vocational Needs Teacher Education is committed to offering practical community-based training opportunities for its students. It operates a Survival Skills Training Center. The Center has as its original goal the development of employment and training opportunities for adults through the use of survival modules and counseling. After the Center had been in operation for a period of time, it became readily apparent that this goal to serve adults needed to be expanded to serve youth as well.

The primary goal of this youth thrust is to expand and improve the Survival Skills Youth Training Delivery System as a part of the Center's overall mission. This goal is being accomplished by analyzing the adult survival modules and selecting those components that are applicable for use with youth. The modified modules are then field tested with youth that come to the Training Center. After field testing, the modules undergo further revisions and then they become a part of the youth delivery system. The youth also receive counseling from a survival skills specialist. The majority of the specialist's time is spent directing the youth through modules which are used for goal setting, decision making, and career education.

The youth project in conjunction with the adult project is an extension of a contract with the local CETA prime sponsor. Since the University of Nebraska and the local prime sponsor have been working together for the past 3 years, the normal problems dealing with financial, personnel, and programmatic matters have been solved. The youth project is able to fully focus on program goals without the problems that are normally encountered in putting together an operation such as this.

The participating youth come through the regular CETA intake channels. Since the adult component of the Survival Skills Center has been operating for 3 years, it is well known in the community and the youth come in large numbers to participate in the Center's activities. At the conclusion of this project, there will be a series of survival modules that have been especially modified and field tested for use with youth. These modules and the supporting delivery system will be available for dissemination if resources permit.

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## Basic Skills and Careers Program

**Oscar Rose Junior College**
**6420 S.E. 15th Street**
**Midwest City, Oklahoma 73110**

**Karl Brandes, Project Director**

The purpose of the Basic Skills and Careers Program is to provide meaningful educational services to 30 unemployed youths, primarily American Indians on the campus of Oscar Rose Junior College, a public 2-year institution in the Oklahoma City metropolitan area. One of the prime objectives of the Basic Skills and Careers Program is to search out disillusioned youths, especially American Indians, provide career and personal counseling, and bring them into a traditional educational system which offers success-oriented curricula. Oscar Rose Junior College has prior experience with other CETA supported programs, such as the water utilities training program for the Cherokee Nation which has

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been quite successful in terms of retention and placement of participants in study-related jobs.

The educational activities of the Basic Skills and Careers Program consist of course work, internships, and supervised studies in three academic areas: Environmental Science (Water/Wastewater Technology), Engineering Technology, and General Science. The program is administered by the Chairperson of the Engineering and Science Division of Oscar Rose Junior College. In addition to providing continual counseling and assistance to participating students, a full-time student coordinator conducts sessions in a wide spectrum of problem areas, such as enhancement of life-coping skills, improvement of study habits and academic abilities, personal adjustment, and career-counseling.

Presently, 19 youths under 22-years-of-age are enrolled in general education, water-wastewater technology, and science courses. The majority of the students are females, which is quite significant since water/wastewater and engineering technology programs are generally regarded as male domains. About 40 percent of the students are American Indians. This percentage will increase by the addition of at least 10 more American Indians during the spring semester of 1980. Fifteen of the 19 students under 22-years-of-age receive stipends, tuition payments, and free textbooks from the Oklahoma County CETA office. The other four students receive the same kind of support from the Bureau of Indian Affairs. The Oklahoma County CETA agency has also awarded Oscar Rose Junior College a grant of $27,589 to cover a portion of the administrative costs (e.g., 1/4 FTE Student Coordinator), some travel and training expenses. This grant completes the FIPSE grant for the program (amount: $47,032).

Through the program, at least 30 unemployed youths under 22-years-of-age, primarily American Indians, will succeed in course work toward an Associate Degree in either Environmental Science (Water/Wastewater Technology), in Engineering Technology, or in a natural science. It is also envisioned that the Oklahoma County CETA office and the Bureau of Indian Affairs will continue their support for the program and for the participating students. Success criteria for the program will be: grade point ratio, retention rates of students, placement of participants in study-related jobs, the success of attracting females and Native Americans into the program, and completion of Associate degrees.

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## Careers for Youth Program

Pacific Lutheran University
Division of Social Sciences
Tacoma, Washington 98447

James Halseth, Project Director

Pacific Lutheran University's Division of Social Sciences' Careers for Youth Program (CYP) provides outreach, referral, and limited case management for 50-100 unemployed youth (focusing on those who are CETA-eligible) in suburban and rural Pierce County. CYP is working with the local CETA prime sponsor, but has no contractual relationship with the prime sponsor. CYP is based on two major assumptions: (1) that most unemployed youth are not aware of the referral, employment, and educational opportunities available to them; and (2) that unemployed youth generally lack the confidence to aggressively pursue opportunities which are available.

There are three major components to CYP: data analysis, skills assessment, and referral. PLU has recently completed the most comprehensive countywide needs assessment survey ever done in the United States. From that data base, CYP is supplying CETA with information on the geographic areas with high concentrations of unemployed youth. The data analysis pinpoints areas of highest unemployment as well as supplies information on attitudes and needs of people in those areas.

Secondly, members of the PLU psychology faculty developed a skills assessment component which concentrates on particular job-related skills. The

CYP project assesses personal management, coping, and similar kinds of skills in relationship to youth employability. The identification of personal management skills is intended to improve the employability of youth by increasing self-confidence, and self-assessment.

In order to connect unemployed youth with available education and employment opportunities, CYP is organizing opportunity fairs where unemployed youth interact with representatives from CETA groups, employers, educational institutions, vocational-technical schools, and social service agencies. CYP is also providing follow-up, limited case management, and related supportive services. Though the project's thrust is the brokering of services rather than service delivery, CYP is open to addressing specific needs in the county that are not already being met. For instance, there is a reading and comprehension problem among unemployed youth in parts of the county and PLU's learning skills center developed a program for CYP to address the problem.

CYP expects several outcomes from its project. One is the efficient and effective use of CETA funds in this county. Another is the placement of unemployed youth in jobs and/or school. A third expected outcome is the institutionalization of programming, such as the reading and comprehensive development lab within the university and community. The Careers Youth Program will be evaluated by a team employing illuminative (program-use) techniques.

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## Vocational Training Project for Young Women

**St. Mary Human Development Center**
**Route 1, Box 177**
**Ridgeland, South Carolina 29936**

**Gardenia White, Project Director**

St. Mary Human Development Center, Inc., is a non-profit community-based organization operated by a Board of Directors and funded by state and federal agencies. Its primary purpose is to assist the residents of Beaufort and Jasper Counties in their human development—physically, socially, psychologically and intellectually with emphasis on educational programs. After 5 years of working with teenage mothers in the area of parenting skills, it became increasingly clear that young women were not prepared for the world of work, or the challenge of postsecondary education. Based on these realities, a program was developed to further meet the needs of 40 young women in postsecondary education and vocational training. St. Mary's provides training in both academic and vocational skills and also provides the necessary supportive services such as transportation, child care, breakfast, lunch and counseling.

The St. Mary Human Development Center (SMHDC) Vocational Training Program involves 40 young black women from the lower income level, in activities designed to increase academic proficiencies, build job skills and provide career-related work experience in community job sites. The program consists of two main components: (1) 3 to 6 months of classroom training and (2) up to 6 months of on-site job training. To participate in the program, the young women must be certified as CETA eligible by the prime sponsor.

Classroom training is provided by a staff of five instructors, a career counselor and a director. Core courses include: basic education, office occupations, child development, and home management (food service and sewing). Supervised practicums in the respective areas supplement classroom curricula. While in classroom training, students participate in career counseling and undergo achievement and vocational testing to ensure appropriate academic instruction and assist in career planning.

Stipends for students in classroom training are provided by the prime sponsor. Once students are job-ready, they are placed into on-the-job training or work-experience sites in the community with wages being partially or totally paid by the prime sponsor. When training ends, the students enter unsubsidized employment or further their educational and vocational training.

By the end of the 16-month training period, it is projected that 50 percent of the students will be placed in permanent jobs, 35 percent will enter technical or higher education and 15 percent will remain in the program for further training. Aside from further education and acquiring jobs, students will increase their self-awareness, gain problem solving skills and learn to assess various options that will meet their needs. This program can be replicated in a setting that serves young, poor adolescents who need further basic education skills and vocational training.

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## An Individualized Program for Unemployed Youth

Sinclair Community College
Room 6122
Dayton, Ohio 45402

Rosie Lynch, Project Director

The Sinclair Unemployed Youth Project is designed to offer unemployed CETA-certified youth between the ages of 18 and 21 a way to identify their learning needs, academic interests, career preferences, and training that will prepare them for the kind of job they want. It also helps them develop the coping skills needed to keep the job once they get it.

The program is administered by the Experience-Based Education Division, which is nationally acclaimed for its innovative approaches to learning. Through an individualized program of assessment, career development, work, and study, students are enrolled in one or more of the following options during the four quarters to the project: (1) developmental reading/writing and math; (2) skills courses; (3) regular degree or certificate programs; (4) co-op placement; and (5) other work/study combinations.

Free tuition and fees are offered by Sinclair for the first quarter of enrollment. CETA provides an

785

allowance based on hours in classroom training during this same period. Students will apply for financial assistance for succeeding terms.

The City of Dayton which is the prime sponsor has worked with Sinclair on other projects. A representative from Sinclair sits on the Manpower Advisory Council and The Private Industry Council (PIC). The services provided by the prime sponsor include: (1) outreach; (2) intake/certification; and (3) allowances payment.

The project has a number of goals including improving the students understanding himself/herself so that he/she can better adjust to the world of work. The project also aims towards educational improvements through the developmental courses, on-the-job training, and training in communication skills.

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### Developmental Education Center

**Snow College**
**150 College Avenue**
**Ephraim, Utah 84627**

**Boyd Brady, Project Director**

Snow College is a junior college located in Central Utah. It serves a rural population covering six neighboring counties. The offerings of the college include academic transfer courses, which are fully accredited by the 4-year institutions of the state, and vocational courses which are designed to meet the needs of the six counties it serves.

Through the Fund grant, Snow College is working with the Manpower Agency of the Six County Commissioner's Organization, a group which provides a variety of programmatic and counseling services to the six counties. Snow College and the prime sponsor are collaborating to identify CETA students, place them at the college, pay tuition, books and supplies, and provide an incentive payment to the students.

The program has seven major components: (1) to identify unemployed or undertrained youth of college age; (2) to determine the levels of competence and interest of the participating students; (3) to identify employers who are willing to work with Snow College to train the youth; (4) to train the youth at a level of competence in their identified fields of interest and aptitude; (5) to improve the employability of the youth through courses taught on the campus; (6) to place students on the job with selected employers; and (7) to involve students and employers in the effectiveness of the work experience.

During the recruitment phase, contacts were made with civic associations, the prime sponsors, the Manpower Office, and the local Job Services Offices. In the first quarter of the program, the college had 25 CETA students. In addition, the communities responded well to the initiatives of the institution to find internships. Several hundred job slots were identified, resulting in 112 placements.

A battery of seven tests were administered to students at the start of the program, to form some baseline data. In addition, the evaluation will look at the overall effectiveness of the program, including the skills training, the testing program, the effectiveness of job orientation, subsequent placement, and the results after placements. Other items to be reported and documented will be the overall change in the communities through job development, the cooperation of the institution's departments, and the reactions of the personnel involved.

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**Technical Training for Youth**

**Spring Garden College and the Institute for Learning**
**102 E. Mermaid Lane**
**Philadelphia, Pennsylvania 19118**

**Kathleen T. Donohue, Project Director**

The Institute for Learning conducts GED preparation for CETA-eligible youth. The youth expressed a desire for further educational and training beyond the GED level. Within CETA, a need for upward mobility programs was identified. Based on these needs, the Institute for Learning and Spring Garden Vocational/Technical College designed a technical training program which would meet the needs of GED youth and develop an upward mobility program for CETA by linking CETA participants to postsecondary education opportunities.

The Technical Training Program fulfills these needs by enrolling 40 CETA-eligible youth in Spring Garden College's Division of Continuing Education while also providing a stipend and tuition. Beside enrollment in a 1-year certificate program, supportive services are integrated into the trainees' schedule. These support services are in reading, mathematics, career development, counseling, vocational assistance, and job development. To satisfy a prime sponsor requirement, the trainees are also enrolled in a worksite experience related to their technical area. Hence, a trainee is enrolled in a 1-year certificate program which includes: (1) academic courses; (2) vocational shop; (3) a worksite experience; and (4) six areas of support services. The Philadelphia CETA prime sponsor provides each trainee with a stipend, tuition, and supplies. The Fund provides support for the program staff.

At the end of the 1-year certificate, trainees will ultimately follow one of two paths: (1) higher level employment in their technical area, and/or (2) further education in their technical area, i.e., Associate or Bachelor Degree. Besides the ultimate placement goals, each trainee will be expected to improve in each of the following areas: (1) basic skills, i.e., reading and mathematics, (2) work behavior, (3) work attitude, (4) self-awareness, (5) career awareness/exploration, and (6) decision-making/problem solving skills. The ultimate goals will be assessed by placement rates, while the other skills will be measured by criterion referenced or standardized tests and also through evaluations by worksite supervisors. The major institutional impact will be developing a strong positive linkage between CETA and a postsecondary institution. Hopefully, this project will demonstrate that one path for upward mobility for CETA participants can be met by postsecondary institutions such as Spring Garden Vocational/Technical Program. If this statement is supported, this program can provide a model for educating CETA youth and for developing the linkage system between CETA and postsecondary education.

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### Experience Based Education Program

**State University of New York**
**College at Oswego**
**Oswego, New York 13126**

**Frances S. Koenigsberg, Project Director**

The project at the College at Oswego is designed to provide 15 CETA-eligible youth from the rural sections of the county with the opportunity to develop the necessary educational skills for college level course work and for successful entry into the world of work. The program utilizes selected methods and techniques which have been used by both the institution and the prime sponsor. The target population for this project, rural youth, have been underrepresented in both the CETA and college programs, and it is felt that a project of this nature can increase the visibility and services offered by both organizations.

The specific project activities included a search phase (now completed), followed by a remedial, a work and a transition phase. The search phase was a joint effort by CETA and the college. Recruitment techniques included articles and advertisements in local newspapers; posters in public meeting places; spot radio announcements; personal contacts with local government officials, members of the clergy, public school personnel, the Department of Social Services; and group orientation meetings. Eligibility was determined by the prime sponsor. If interest in the DOL project was expressed, applicants were further interviewed by the program staff, utilizing standardized ability and achievement measures. From a pool of over 30 interested youth, 15 enrollees were selected.

Activities of the second phase of the program include daily instruction by three college faculty members in the areas of reading, writing, and mathematical skills and a college-level course; and *Career Exploration*, designed to give the enrollees the opportunity to learn about the work world. To increase the total impact of the program and ensure regular attendance at all scheduled activities, the enrollees live in college housing. It is this aspect of the program, necessitated by lack of public transportation, which makes it possible to have the enrollees take advantage of the full complement of services available at the institution. Each enrollee receives a weekly stipend from the prime sponsor to cover incidental costs.

The third phase of the program is designed to be a full-time, academic credit bearing work block. The responsibilities for job development, placement, and supervision have been assigned to the coordinator of the Cooperative Education Program. The final phase of the project will provide enrollees with a full-time academic experience similar to that of any first-term college student. The program staff will provide counseling support as the young person becomes fully integrated into this institution or makes plans to enter another postsecondary institution with an academic program more closely aligned to the participants' career goals.

One outcome to be tested is whether the college can effectively serve the rural youth of this county. One measure will be the number of enrollees who actually continue into postsecondary programs. Of equal importance will be the impact of the program on the institution. Plans are underway to share the experiences of the staff with other departments of the institution. We will also investigate the impact upon the students, faculty, and staff of the institution. Although the number of participants is small, the project appears to have the potential to be a model for other multi-purpose, state-supported colleges of arts and sciences.

**Career Guidance and Counseling Project**

University of Texas/El Paso
Room 707
Education Building
El Paso, Texas 79968

Lawrence S. Hamilton, Project Director

El Paso County is an area heavily populated by people with limited English speaking ability, which, in turn limits their access to employment. Other factors limiting employment include: (1) insufficient education; (2) lack of specific work skills; (3) attitudinal, motivational, or behavioral deficiencies which prevent the individual from locating or holding a job; (4) attitudinal or prejudicial problems on the part of employers; and (5) the fluctuations in the local job market. The El Paso City Department of Human Development has undertaken the task of providing job skills training and some career counseling for economically disadvantaged young people, ages 16 to 21. The Department needs to: (1) provide expanded vocational guidance and career counseling for the target clients; and (2) provide staff training to deal with motivational, attitudinal, and behavioral factors that go along with job skills. A joint project was developed by the El Paso Department of Human Development (CETA) and the University of Texas at El Paso, which subsequently led to the submission and successful implementation of this proposal.

The project involves a 12-month internship for 6 to 10 CETA counselors and 6 to 10 students from the College of Education. The interns work for 3 hours each week with a caseload of 8 to 15 clients, all under the supervision of project staff. The interns are provided with intense training through a core workshop course on vocational guidance and counseling, and at the same time, enroll in regular courses in Vocational and Occupational Information and Counseling Techniques addressed to the target population. The core activities center on group counseling in several different area high schools and community agencies in the regions; and encompass values clarification, decision-making, systems negotiation, self-presentation, and job and career exploration. Project outcomes are in two areas: (1) the delivery of expanded guidance and counseling services to 100 to 150 of the target clients; and (2) training for 6 to 10 of CETA's regular counseling staff, plus 6 to 10 additional interns recruited from the College of Education to provide expanded delivery of vocational guidance and counseling services to the CETA clients. Project reports will be disseminated to other institutions of higher education; local, state, regional, and national agencies concerned with the delivery of vocational guidance and counseling. The Modus-Operandi Method of evaluation, advocated by Scriven, will be used along with a team triangulation approach to data gathering, focusing on four levels of impact of project activities.

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## A Program for Farm Family Youth

**Tuskegee Institute**
**Cooperative Extension Program**
**Room 207, Moton Hall**
**Tuskegee Institute, Alabama 36088**

Lena Anderson, Project Director

Tuskegee Institute, a 4-year, private institution of higher learning is the recipient of one of 20 awards granted under the Fund program. Specifically, the proposal is designed to provide 24 unemployed youth a base of knowledge and skills which would become the foundation for the economic viability of the family farm. Tuskegee is working on a contract with the balance-of-state prime sponsor. Personnel changes with the CETA office have caused delays in finalizing the contract. However, the original amount to be underwritten by the prime sponsor was budgeted at $38,000 and if the contract is revised, the amount will increase to include living expenses for the youth. The prime sponsor also agreed to actively recruit students for the program.

Because of Tuskegee's well known history as the progenitor of today's Cooperative Extension Service among land-grant colleges, the role in the present project to bridge "town and gown" is logical. The evaluation of this project is multi-faceted and will attempt to serve as a model for presentation of youth's attitudes towards farming and the larger realm of agriculture as an occupation. Four evaluation instruments have been constructed to collect information on: demographic data, attitudes toward farming as an occupation; involvement in tasks associated with farming; and a knowledge inventory. Paramount to the issue of evaluation is a change in basic attitudes toward agriculture. Finally, the most illustrative project outcome is expected through the enrollment of participants in a curriculum leading to careers in one of the many phases of agriculture.

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### An Adaptation of Experience-Based Education

**Utah Technical College**
**Curriculum and Community Relations**
**431 South 6th East**
**Salt Lake City, Utah 84102**

**Fred M. Civish, Jr., Project Director**

Utah Technical College is an educational institution whose primary function is to train and prepare people to work in the private sector. An integral part of the college is the Skills Center campus, which is located in the central city area of Salt Lake City. The Skills Center serves as the "Manpower" arm of the college and serves CETA, REHAB, and WIN clients with such programs as English as a Second Language, Youth Community Conservation and Improvement Program, and electronics assembly classes to train employees for local employers and other "trade" programs.

The primary purpose of the Experience-Based Career Education program is to radically expand career knowledge of unemployed youth, help them learn how what they are as unique individuals affects their career plans, and give them enough experience with a variety of careers to allow them to make effective career choices.

The Far West Laboratory Experience-Based Career Education (EBCE) has proven effective on the secondary level, and is combining it with other career education activities already existing at Utah. The emphasis is on impacting the lives of unemployed youth by helping them make the shift from students to functioning adults able to seek a vocation and advance in that vocation. The program is one half-day, open entry/open exit. Up to 15 credit hours are awarded. Some secondary goals include helping the students become more mature with respect to their abilities in planning, keeping commitments, dealing with employers, communicating, use of basic skills and completing plans. While being involved, the students not only earn money, but are granted credit (either high school or college) in the fields they study.

Evaluation will look at the placements in terms of jobs, degrees, certificates, and GEDs earned. Pre- and post-testing will measure participants' changes in attitude about jobs, school, and ability. Finally, there will be a staff report on program goals, program operation, and program results. The important aspects of this report will be those focussing on suggested changes to improve the program and a summary which might prove valuable to anyone considering use of the program at their institution.

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**Services to Agencies Serving Youth**

University of Wisconsin/Milwaukee
Employment and Training Institute
P.O. Box 413
Milwaukee, Wisconsin 53201

Mark E. Warhus, Project Director

The University Resources Project is an attempt to link the educational and research services of the University of Wisconsin and other postsecondary institutions to the community agencies that are serving unemployed youth in Milwaukee County. The project objective is to provide the staff and administrators of these agencies with resources that will enable them to provide more effective employment services to their CETA-eligible youth. The project addresses the needs of agency staff as opposed to providing services directly to youth in CETA programs. This is part of the community service goal of the University as it expands its role in solving local problems.

The project activities are guided by an Advisory Board which is made up of representatives of over 20 community-based organizations and members of various schools and departments in the University. A needs assessment was conducted highlighting those areas in which community agencies felt they could most benefit from the services of the University. This has resulted in three major activities for the project. Each will enlist the assistance of faculty and staff from the University and resource persons from the community.

The primary activity is providing technical assistance and training to agency staff. The goal is to provide agencies with the knowledge and skills to plan and implement a comprehensive program of effective youth services to the community. A series of workshops is being planned involving representatives of national, state, and local offices concerned with employment programs and manpower planners and researchers from the University. These workshops concentrate on new youth employment legislation and its local implications, diversifying the funding resources of the community agencies and developing in-house research and evaluation skills. Additional technical assistance is planned to deal with specific problems of individual agencies.

The second activity of the project is to help the agencies recruit University students as fieldworkers for tutoring, research, participant counseling, etc. The project is assisting the agencies in contacting the administrators and faculty members responsible for student placements.

The third activity involves the development of materials to be used in the agencies to broaden the services they have available for their youth. Requested materials include individualized basic skill curricula, training materials for work experience supervisors, and labor market orientation information.

The Employment and Training Institution serves as a coordinating body for the activities. Faculty from throughout the University are being recruited to provide the service. The Project Director aranges for faculty to meet with the agency staff and decide upon the desired service or product. The Director is then responsible for contracting with the faculty member or department. The expected outcomes of the project include an expanded awareness on the part of the University and community as to how they can work together to solve problems. The collaboration should affect the quality of services for youth in the community and increases their ability to attain personal goals.

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## Youth Power Project: Outreach to Communities

**Workers Association to Guarantee Employment (WAGE)**
**622 Charles Street**
**Pawtucket, Rhode Island 02861**

**Henry Shelton, Project Director**

WAGE, the Workers Association to Guarantee Employment, is a grassroots community organization which supports the needs of welfare recipients, unemployed, and under employed workers. The emphasis of the organization is self help and group support for advocacy issues. Within the WAGE goals and purposes, the Youth Power Project is designed to support the needs of out-of-school, out-of-work young people ages 16 to 19. Objectives of Youth Power include enabling the participants to identify their strengths; to identify common issues of employment and training; to improve decision-making and employability skills; and to develop advocacy skills toward the creation of improved opportunities for education, training, and employment.

In each of four Rhode Island communities, Youth Power is establishing Impact groups. The Youth Power staff will provide a variety of workshops for these membership groups. Members will suggest and develop their own workshop topics. Tentative topics planned by staff include: what's out there—economic and job realities in Rhode Island; watch out—a look at occupational health and safety; and a variety of presentations on the realities of various kinds of jobs, to be presented by men and women working in those professions. A special series of volunteer workshops will also be offered for training as peer counselors and youth employment/training advocates.

A short-term Job Club curriculum will also be offered to aid participants in gaining access to available training in vocational/educational decision-making, and in job search skills. The goal of the Job Club is placement in an education program, training program, or job. The Impact groups and the Job Club provide a forum for dialogue, group support, and participant feedback. Resources and workshop participation/leadership will be provided by members of the project advisory committee, composed of representatives from Rhode Island College, Rhode Island Junior College, and the Opportunities Industrialization Center in Providence.

Through this project, WAGE expects to train a minimum of 20 peer youth employment and training advocates/counselors. Youth advocates will locate and develop new job and training opportunities in each of four targeted communities. Membership groups will develop a variety of means for promoting the voice of the youth consumer in designing youth training and employment programs in this state. The Impact programs, Job Clubs, and advocacy activities are expected to enable placement of a minimum of 100 participants in either post-secondary programs, training, or direct employment.

# FINAL REPORT ON PRIME SPONSOR
# UTILIZATION OF COLLEGES AND
# UNIVERSITIES IN THE IMPLEMENTATION
# OF CETA YOUTH PROGRAMS

Positive Futures Incorporated

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# SUMMARY

This study, conducted by Positive Futures, Inc. (PFI) was designed to provide reliable data for the Department of Labor (DOL) concerning the nature and extent to which prime sponsors utilize colleges and universities (black and non-black) to facilitate implementation of Title III (now Title IV) youth program initiatives. The study surveyed black colleges and universities to determine youth training/employment capabilities, knowledge of CETA, and the extent of program linkages with DOL and/or prime sponsors. These data were obtained for a small sample of nonminority colleges using the field interview technique.

Following are summary highlights of the study's findings:

-- 89.5% of the black college respondents have identified a specific person at the institution to maintain relations with the CETA prime sponsor

-- 52.6% of the black colleges report that they actively recruit prime sponsor staff members as students

-- all black college respondents indicate at least some knowledge of CETA (42.1% expressed a thorough knowledge)

-- only 23.7% had a thorough knowledge of youth programs outlines in the Title III amendments

-- 44.7% of the black colleges cited prime sponsors when asked to identify their source of knowledge about CETA youth programs

-- 36.8% of the black colleges were engaged in youth-program-related activities over the past 18 months. The nature of their involvement included staff training, career guidance and counseling, and research.

-- black colleges cited the following perceived negative features of CETA's Youth Programs:

- youths not trained for meaningful employment
- lack of exposure to quality educational programs
- no evidence of long-range planning
- ill-prepared counselors
- insufficient followup of participants
- unnecessary guidelines
- insufficient accountability demanded by prime sponsors
- DOL limitations on program scope

  - problems with funding
  - CETA's negative image in the community.

- Positive perceptions of the CETA youth programs included:

  - enables youth to earn while learning
  - provides employment opportunities for hardcore unemployed
  - facilitates upward mobility
  - provides employment opportunities for trainers
  - provides baseline data for needed research, and evaluation.

- Approximately 80% of the black college respondents expressed a willingness to participate with prime sponsors in development workshops.

Nonminority Colleges

- community or two-year colleges seem more interested in establishing program linkages with prime sponsors

- prime sponsor contracts process often presents a barrier to increased college involvement

- lack of definition with regard to liability for CETA enrollees employed at universities limits utilization of universities as worksites.

Prime Sponsors

- only 8.2% of the prime sponsor sample reported never having used the services of colleges; though most (50%) reported that they seldom utilized such services

- prime sponsors overwhelmingly used (62.3%) of these institutions as participant worksites

- in order of perceived utility, the following represent prime sponsor's notions of the top five functions universities could most effectively perform:

  1. career training
  2. staff training and development
  3. research
  4. program development
  5. career guidance

- 23% were uncertain as to whether DOL youth regulations restrict college involvement; 13.1% felt that there were inhibitives based on interpretation of Title III

-- over the past 18 months prime sponsors included in this sample maintained program contact with 113 colleges and universities. Approximately 33% of these were 2-year colleges, and less than 11% were black. Of the 113 institutions 70 (62%) operated youth-related programs

-- prime sponsors interviewed during field interviews observed that an elitist attitude existed among some colleges and universities which mitigates against their involvement with CETA

-- some universities are attempting to operate programs for economic gain solely

-- 84% of the prime sponsors expressed a willingness to participate in developmental workshops designed to facilitate establishment and maintenance of linkages between prime sponsors and universities.

## Recommendations

Based on the findings herein delineated, and following analysis of subliminals, PFI makes the following recommendations to the U.S. Department of Labor:

1. The Department of Labor, in conjunction with prime sponsors, should convene a series of developmental workshops to which colleges and universities would be invited (black and non-black). Such workshops would serve as a forum for information dissemination and maintenance of program linkages.
2. The Department of Labor should redouble its efforts to increase prime sponsor understanding and utilization of Title IV of CETA in relationship to Titles II and III. Perhaps the most effective vehicle for this would be a series of training and technical assistance strategies mobilized at the regional and national levels.
3. The Department of Labor should develop or commission the development of a "program guide" which describes methodologies for bridging the gap between vocational institutions, colleges, and prime sponsors toward a more effective education and training delivery system for CETA youth participants. This guide should include details relevant to the diverse, particular community settings and characteristics.
4. In view of observed prime sponsor interest the Department of Labor should provide detailed technical assistance to prime sponsors on how to effectively and efficiently utilize community resources to facilitate program actualization.

5. Prime sponsor utilization of universities should focus on (a) career training, (b) staff training and development, (c) research, (d) program development, and (e) career counseling and guidance.

6. Efforts should be made to increase the utilization of community colleges as technical assistance agents. Conscious efforts must be made to build their capacity to assist prime sponsors.

7. The special education capabilities of colleges (especially black or minority institutions) should be increasingly utilized to teach the educationally disadvantaged (the majority) CETA enrollees.

8. Cooperative ventures between black and non-black colleges and universities should be encouraged to facilitate institutional capacity building and to assure more sensitive and effective service delivery.

9. Both the Department of Labor and prime sponsors should initiate increased efforts to improve the understanding of CETA youth initiatives and contracting processes by black colleges and universities.

10. An examination of the processes by which prime sponsors disseminate program information to the community and prospective contractors reveals a need for more consistency. Consequently, the Department of Labor should focus its attention on development of guidelines for information dissemination.

11. In light of the Private Sector Initiative Program and other efforts, the Department of Labor should focus increased efforts toward utilization of colleges and universities to facilitate job creation, and consider such colleges and universities as possible employers.

12. The Department of Labor should fund one or more demonstration projects to stimulate increased linkage between black colleges or universities and prime sponsors. This will enable the gathering of more data on the most effective methodologies and frameworks within which the most successful linkage may be effected. Conceivably, a model for facilitating establishment and maintenance of prime sponsor/university program linkage could be effected.

# BACKGROUND

Since implementation of the Comprehensive Employment and Training Act (CETA) of 1973 major administrative responsibility for operating employment and training programs has shifted from the federal government to states, cities, and counties.

As a condition of receiving the federal funds each prime sponsor must annually submit and obtain Department of Labor (DOL) approval of its comprehensive manpower plan. The federal role in the context of state and local manpower programs is almost exclusively that of oversight to assure compliance with the letter and intent of the CETA legislation and to provide appropriate technical assistance. Clearly set forth in the DOL/CETA regulations is the conceptual intent that prime sponsors determine who receives services, the types of services provided, and which agencies and organizations are to assist in the provision of such services.

This study focused specifically on prime sponsor-operated youth programs implemented in response to the 1977 amendments to CETA's Title III (now Title IV). Four new youth employment and training programs were added under the Youth Employment and Demonstration Projects Act: (1) the Youth Employment and Training Program (YETP), which directly funds prime sponsors; (2) the Youth Community Conservation and Improvement Projects (YCCIP), awarded to states and native American groups to whom prime sponsors must apply for funds; (3) the Youth Incentive Entitlement Pilot Projects, awarded to a small number of prime sponsors who run highly experimental projects; and Young Adult Conservation Corps (YACC), operated through interagency agreements between the Department of Labor and the Departments of Agriculture and Interior. This report concentrates on the latter three programs.

Prior to this study no reliable data existed at the DOL national office as to the extent to which colleges and universities (minority and non-minority) are being systematically utilized to assist in maximizing the effectiveness of these important CETA youth programs. This study, therefore, embodied a process by which the contractor could obtain definitive data from prime sponsors concerning the nature and extent of their utilization of colleges and universities to facilitate implementation of their youth initiatives. Included is some indication of barriers or impediments to establishment of linkages. The study surveyed all black colleges and universities to obtain data on their youth training/education/employment capabilities, knowledge of CETA, and extent to which they have been or currently are involved with implementation of CETA programs, particularly Title IV Youth Programs. Finally, a series of field interviews, with a sample of prime sponsors, minority, and non-minority colleges, were conducted to ascertain additional insights relative to ingredients and sets of circumstances requisite to establishment and maintenance of academic institution/prime sponsor linkages.

# METHODOLOGY

The study used two sets of questionnaires (one to black colleges and one to prime sponsors), administered by mail, and the field interview technique to ascertain the extent to which colleges and universities interact with prime sponsors to conceptualize and operationalize their CETA youth program initiatives. A specific attempt was made to obtain data on the nature of linkages and the barriers to establishing and maintaining such linkages.

The first set of questionnaires was administered by mail to the 105 black colleges and universities officially recognized by the Department of Health, Education, and Welfare; it was designed to reveal:

(1) description of faculty and staff expertise
(2) institutional training and evaluation capabilities
(3) institutional interaction with prime sponsors (including some indication of interest or lack of interest)
(4) description of linkages with the community
(5) description of physical facilities and resource aids.

The process used in administering the instrument was:

(1) construction of instrument by PFI
(2) selection of pre-test sample by PFI with DOL approval
(3) DOL approval of instrument
(4) administration of pre-test to a sample of ten institutions
(5) analysis of data obtained pursuant to pre-test
(6) revision of instrument with DOL approval
(7) administration of instrument to full sample
(8) collection and analysis of data.

The second set of questionnaires was administered to a sample of 108 of more than 400 CETA prime sponsors. The sample reflected a representative geographic mix of urban, rural, and suburban settings; consortia, city, county, and the balance of state operations. This instrument was designed to yield data on:

(1) philosophical orientation of prime sponsors with regard to college utilization
(2) nature of existing or planned linkages
(3) barriers or impediments to linkages
(4) identification of colleges with which linkages exist
(5) identification of colleges which have unsuccessfully sought to establish linkages.

The process by which this instrument was administered coincides with that for the black university. Specifically:

(1) construction of instrument by PFI
(2) selection of sample and pre-test sample by PFI with approval by DOL
(3) DOL approval of instrument
(4) administration of pre-test to 20 prime sponsors
(5) analysis of pre-test data
(6) revision of instrument by PFI with DOL approval
(7) administration of instrument to full sample
(8) collection and analysis of data.

Finally, a series of field interviews were conducted involving eight prime sponsors and twelve colleges and universities. These field interviews were intended to identify and clarify conditions or operational situations that contribute to or mitigate against development of linkages. The mailed questionnaires identifed those locations where linkages either do or do not exist, whereas the field interviews focused on how such linkages have been developed in some locations. The rationale for site selection included:

- reported linkages between prime sponsors and institutions of higher education;
- the presence of colleges and universities in areas geographically proximate to prime sponsors;
- variations in administrative configurations of prime sponsors;
- existence of educational institutions with clearly identifiable community based programs;

The site visits attempted to determine:

- if the presence of numerous colleges and universities encourages linkage
- extent to which prime sponsors make use of universities and how linkages were initiated
- where linkages do not exist, what are the barriers, either prime sponsors or university, that prevent cooperative efforts.

The analyses of data are reflected in the Findings, Case Studies (from the field interviews), and Recommendations contained in subsequent sections of this report.

# FINDINGS

As previously discussed in the methodology section, two survey instruments were administered (one to black colleges and one to prime sponsors), and a series of field interviews were conducted. The following constitute the types of analyses performed which provided the basis for the findings herein delineated:

(1) analysis of responses to each survey question contained in the black college instrument
(2) analysis of responses to each survey question contained in the prime sponsor instrument
(3) inferences based on analysis of responses to related questions within black college instrument
(4) inferences based on analysis of responses to related questions within prime sponsor instrument
(5) comparative analysis of responses between sample groups
(6) analysis of field interviews.

The original intent was to perform cross-tabulated analyses to determine the nature and extent of relationships between particular responses by black colleges and prime sponsors. In addition, PFI planned to perform comparative analysis of responses between sample groups, using the cross tab capabilities of the SPSS computer program. However, when these procedures were attempted little significance between variables (in most instances none) was discerned. This held true when either Chi Square or Kendall's Tau B were identified.

## Black College Instrument

With regard to the black university sample the response rate was 36%. A total of 38 institutions responded to the questionnaire. Of this total, 89% were four-year institutions; 11% were community colleges; 61% were private and 39% were public. As Figure 1 indicates, the respondents, for the most part, were located geographically within DOL's Region 4 (Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina). Such institutions constituted 60.5% of the sample. The remainder of the geographic distribution was 18.4% from Region 3 (Delaware, District of Columbia, Maryland, Pennsylvania, Virginia, West Virginia); 13.2% in Region 6 (Arkansas, Louisiana, New Mexico, Oklahoma, Texas); 5.3% in Region 5 (Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin) and 2.6% from Region 7 (Iowa, Kansas, Missouri, Nebraska). The map in Figure 2 shows the geographic distribution of these institutions.

Fig. 1
Distribution of Black College Respondents by DOL Regions

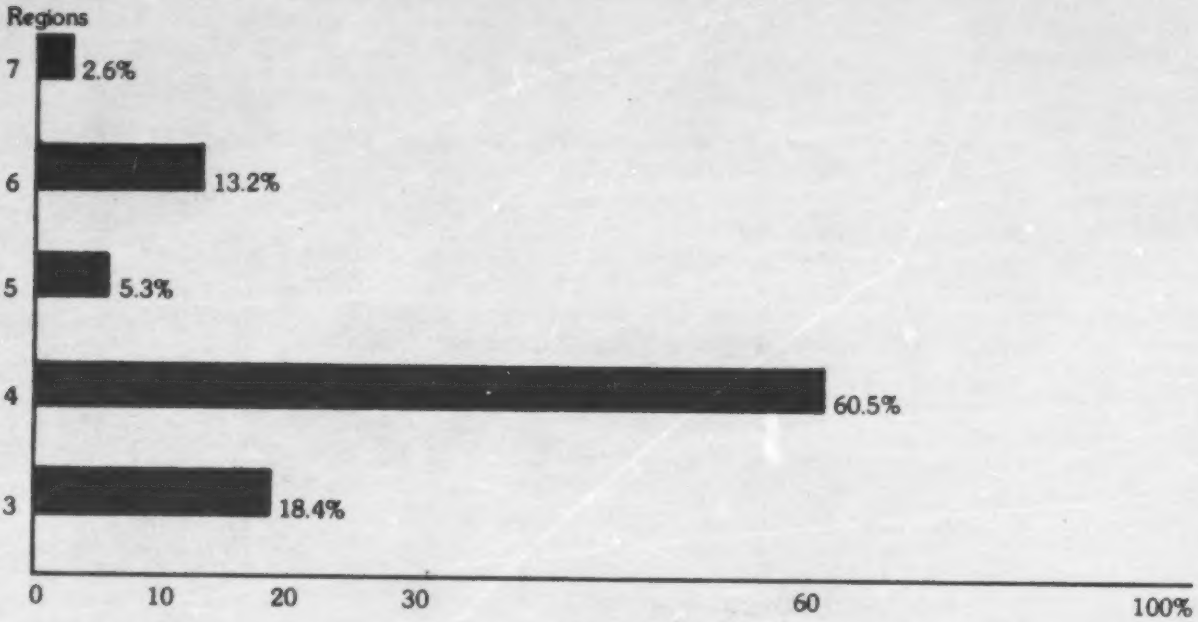
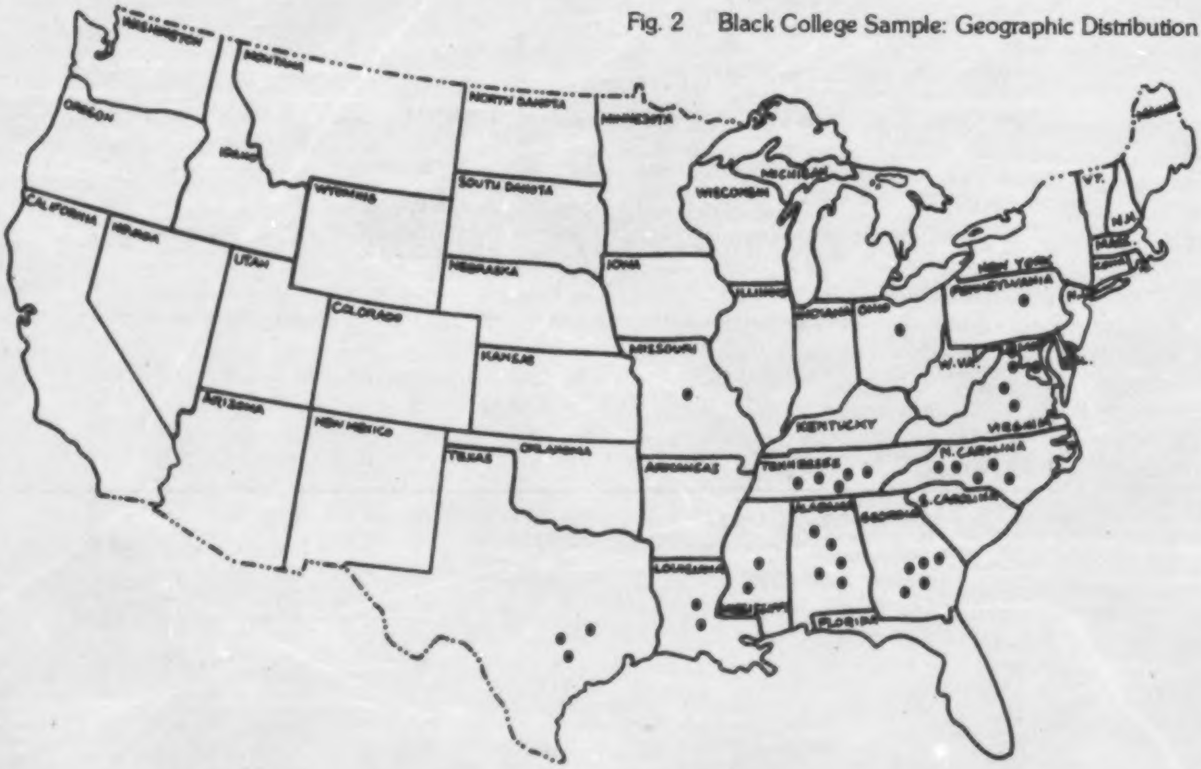


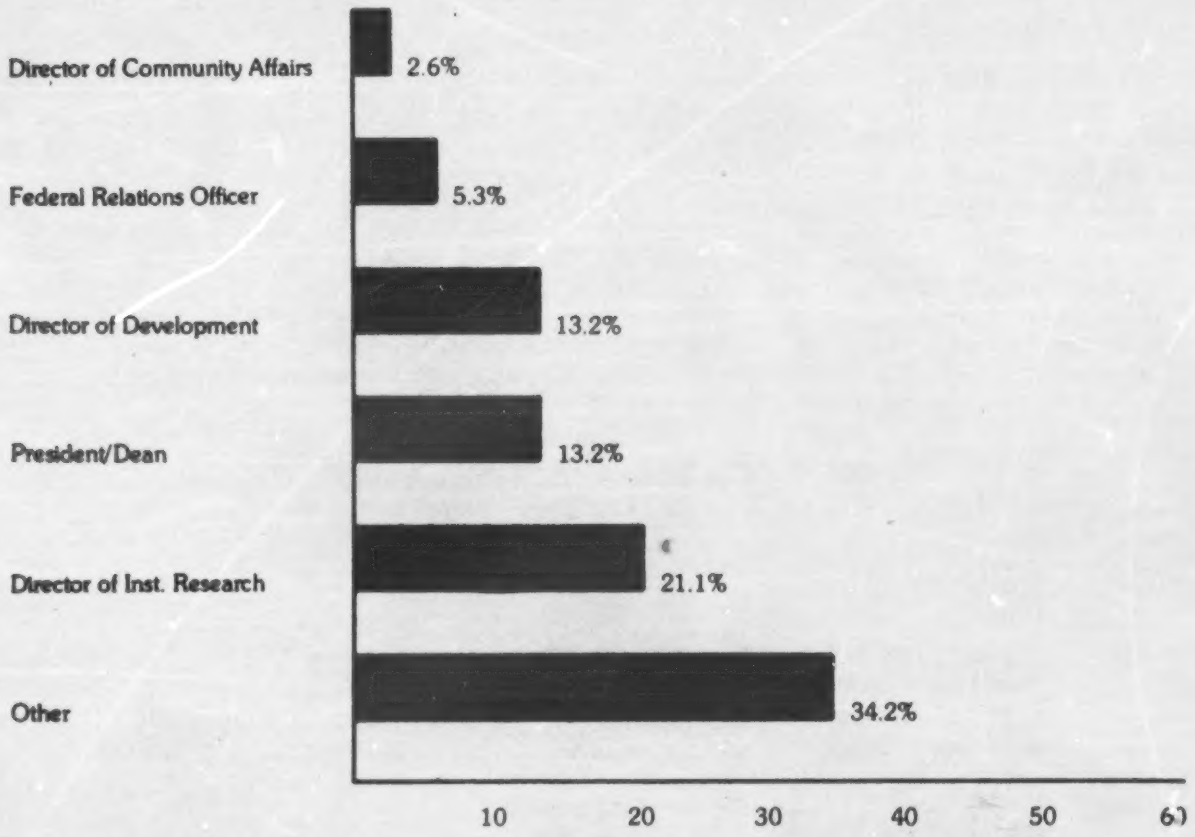
Fig. 2 Black College Sample: Geographic Distribution


WASHINGTON
MONTANA
NORTH DAKOTA
MINNESOTA
OREGON
IDAHO
WYOMING
SOUTH DAKOTA
WISCONSIN
MICHIGAN
VT.
N.H.
MASS.
CONN.
CALIFORNIA
NEVADA
UTAH
NEBRASKA
IOWA
NEW YORK
PENNSYLVANIA
N.J.
ILLINOIS
INDIANA
OHIO
COLORADO
KANSAS
MISSOURI
W. VA.
KENTUCKY
VIRGINIA
ARIZONA
NEW MEXICO
TEXAS
OKLAHOMA
ARKANSAS
TENNESSEE
N. CAROLINA
S. CAROLINA
ALABAMA
GEORGIA
LOUISIANA
MISSISSIPPI
FLORIDA

The officials who actually completed the questionnaire were either directors of (1) institutional research, (2) manpower/human resources development, (3) Federal relations, (4) development and placement, (5) community affairs, or others including the president or a dean. This is portrayed graphically by Figure 3.

Fig. 3

Official Completing Black College Survey Instrument



A total of 89.5% of the respondents indicated that a specific person is identified to maintain relations with CETA prime sponsors. In most instances, this person was either the Director of Community Affairs, Director of Manpower/Human Resources Development, or Federal Relations Officer. However, the Directors of Development, and Institutional Research, along with administrative assistants to the President were so identified in 13.2% of the responses.

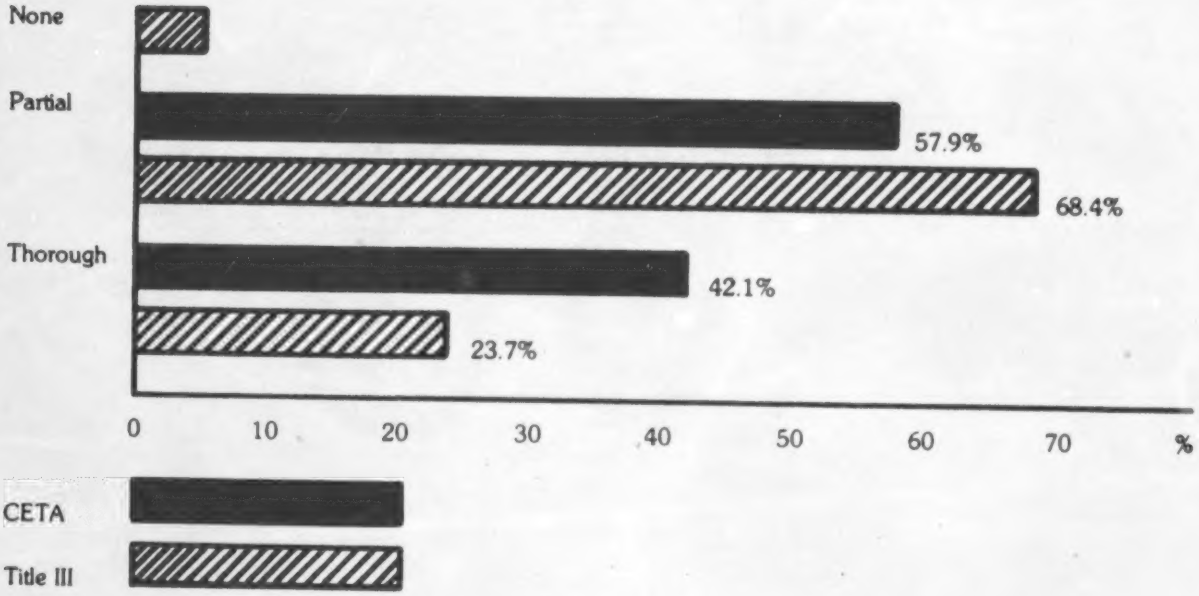
When asked whether a specific individual on campus has been identified to search out government funding sources, 84.2% of the respondents answered in the affirmative. Those insitutions which do not currently designate a person to perform this function have plans to assign this responsibility.

Although 92% of the respondents make their facilities and resources available to community organizations, only 52.6% actively recruit CETA prime sponsor staff as students. At those institutions which actively recruit prime sponsor staff members as students the following adjustments have been made: class schedules - 36.8%; in-service training - 31.6%; cooperative arrangements - 31.6%; financial aid - 26.3%; program publicity - 34.2%.

In spite of the fact that 60.5% of the respondents expressed an awareness of DOL's regional training centers, only 15.8% indicated that their institutions ever provided any form of technical assistance to such centers.

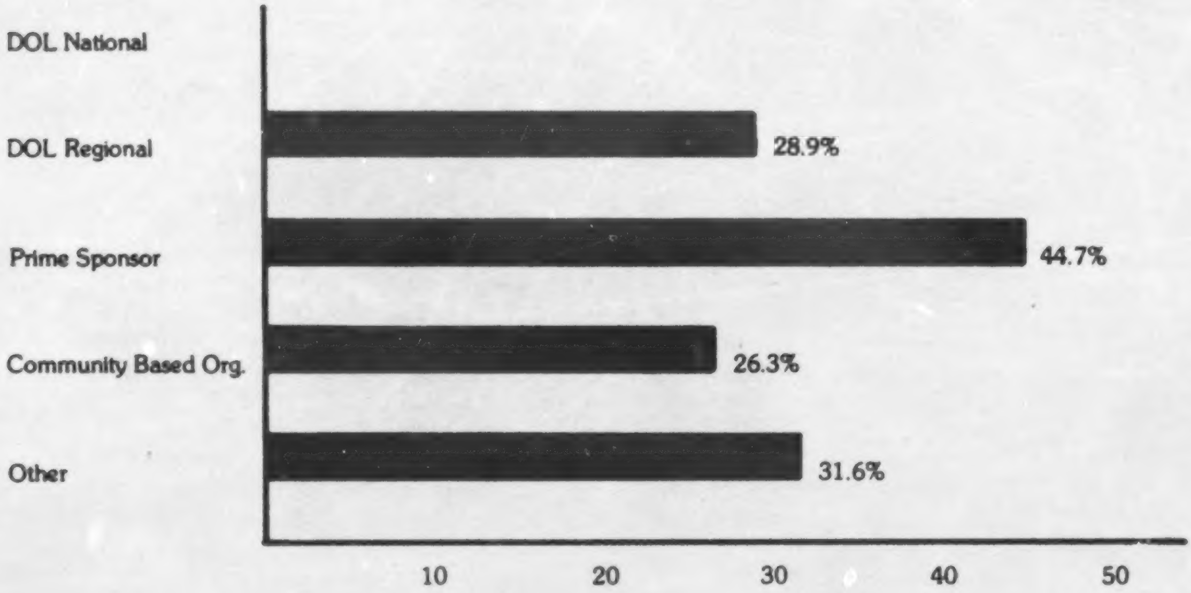
It is interesting to note that, when asked to characterize their knowledge of CETA, all respondents acknowledged some familiarity; 57.9% indicated a partial knowledge and 42.1% indicated thorough knowledge. With regard to their knowledge of the specific youth program amendments contained in Title III (now Title IV), 7.9% had no knowledge. Figure 4 describes the relationship between general knowledge of CETA and specific knowledge of Title III.

Fig. 4 Black College Knowledge of CETA in General vs. Knowledge of Title III Youth Programs



Of the 42.1% who identified the source of their knowledge about CETA youth programs, 28.9% cited DOL's Regional Office as their source, while prime sponsor, community based organizations, and other sources including media, etc., were cited by 44.7%, 26.3%, and 31.6% respectively.* (See Figure 5).

Fig. 5 Source of Black College Knowledge About CETA's Title III*



*Exceeds 100% because of multiple responses.

In an effort to obtain their perspectives concerning the efficacy of the Title IV Youth initiatives the respondents were asked to state the positive features of these programs. Although 36.8% saw no positive features, the following are indicative of the types of positive features cited by the remaining 63.2%: enables youths to earn while learning; provides employment opportunities for the hard core unemployed; aids minority efforts to reach parity; facilitates upward mobility; provides employment opportunity for training staff; facilitates improved attitudes, discipline, and work habits; provides baseline data for needed research, training and evaluation. With regard to perceived negative features, the following were most often cited: youth not trained for meaningful employment; lack of exposure to high quality educational programs; no evidence of long range planning; ill-prepared counselors; abundance of unnecessary guidelines; insufficient follow-up of participants; insufficient accountability demanded by prime sponsors; DOL limitation on scope of the programs; funding cycle different from that of the university; inadequate funding, undue delay in making funding decisions; and negative image of CETA.

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*exceeds 100% because some cited multiple sources of knowledge

When querried about the nature of their involvement with Title III (now Title IV) during the past 18 months, 44.8% of the institutions indicated that a total of 30 proposed projects had been submitted for consideration by DOL National, DOL Regional, or prime sponsors. Of the total submitted, 70% were funded; 13.3% were denied; and 13.3% were awaiting disposition. Interestingly, 52.6% of the respondents reported that they were advised concerning criteria employed to justify funding decisions; 28.9% reported they were not so advised, and 18.4% did not know whether the institution had been so advised.

The data reveal that only 36.8% of the institutions have been engaged in youth program-related activities over the past 18 months (13.2% did not respond to the question). Of these the nature of participation was as follows: staff training - 15.8%; youth training - 39.5%; career guidance and counseling - 23.7%; research - 2.6%; and, other - 7.9% (youth training under Title I, etc.).* Approximately 55.3% of the respondents anticipate greater future involvement with prime sponsors, while 10.5% felt that their level of involvement would remain fairly constant; 31.6% were uncertain of the nature of their future relations with prime sponsors.

In the context of attempting to profile the academic programming of these institutions, a series of interrelated questions were posed. It was reported that 34.2% of the sample offer off-campus undergraduate courses for credit. Off-campus undergraduate courses for no credit are available at 18.4% of the institutions responding. In instances where off-campus courses are available, 34.2% are aimed at a particular target group. Those awarding credit are geared to military personnel (7.9%), retirees (5.3%), ex-offenders (2.6%), employed persons (18.4%), high school dropouts (5.3%), and 15.8% to others (underemployed, economically deprived, CETA summer youth etc.). Of those off-campus course offerings for no credit, the following is the percentage breakdown with respect to their target populations: 2.6% to retirees, 13.2% to employed persons, 5.3% to high school dropouts, 5.3% to others (underemployed, women, unemployed).

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*some respondents did not furnish breakdown

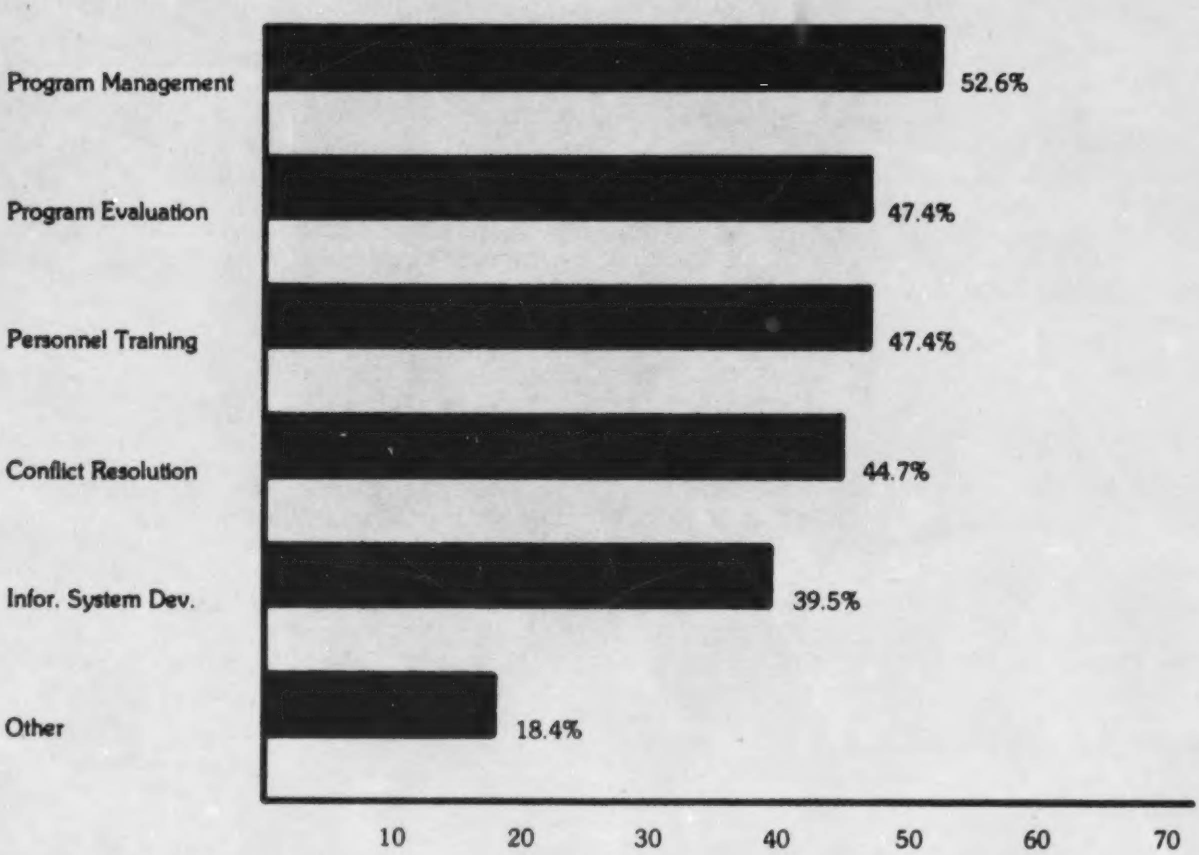
Responses were almost equally distributed with regard to whether the institutions provided input to governmental decision-makers and/or community based agencies concerned with state and local level training and employment (44.7% yes, 47.4% no). This could range from offering informal advise to serving on planning councils, etc. Only 18.4% of the institutions worked with community based organizations to impact or access CETA funded programs.

Additionally, though more than 65% of the colleges were familiar with DOL's Institutional Grant Program, only 28.9% had ever applied for funds. A total of nine institutions were funded during the past three years.

It was indicated that staff at only one institution had applied for DOL small research grants during the past three years; this application was funded. A total of 31.6% of the institutions plan to make such application; 7.9% do not; and, 60.5% are uncertain about their plans. Despite the fact that only one institution made formal application for conduct of employment and training-related research, 26.3% of the institutions reported that faculty have conducted studies relative to employment, training, human resource development, and labor market projections. The assumption is that these research grants were largely unfunded.

When querried concerning available and relevant personnel and institutional resources that could be utilized as bases for linkages with prime sponsors the following were reported: (See Figure 6).

Fig. 6 Institutional Resources and Expertise To Facilitate Linkages with Prime Sponsors



The "other" category consisted of such items as career planning and placement, instruction/continued education, fiscal management/accounting, training in early childhood education, pre-school child development, clerical skills training.

According to the data reported, black colleges and universities enthusiastically entertained the notion of participating with prime sponsors in developmental workshops designed to increase their capacities to deliver services to DOL and the prime sponsors. Specifically, approximately 30% of the respondents expressed a willingness to participate in such activities.

In a concerted effort to include CETA participants, many colleges have implemented new programs and restructured their curricula. Evidence of these efforts to accommodate CETA participants is manifested through the following examples:

- Lincoln University in Jefferson City, Missouri offers courses in Business Administration, Psychology, Technology and Industrial Education, and Sociology which are readily available to CETA participants.

- Miles College participates in CETA Title VI Public Service Employment.

- Prairie View A&M University has a Community Affairs and Rural Development Center which participates in all aspects of human resources programs. It has conducted programs under CETA since its inception in 1974 and has more than a decade of experience in administering effective Manpower Human Resources and CETA programs. The Manpower Program at the university has increased from 240 students in 1967 to 750 students in 1978. The number of staff members has increased from 10 in 1967 to 70 in 1978.

  In 1967 Prairie View A&M University established an Experimental and Demonstration Manpower Program designed to develop innovative techniques to recruit trainees in October 1968. The experimental section of the project was completed in 1970. Based on its success, the program continued through 1973 and served the original 240, as well as 560 additional disadvantaged persons. In 1973, Prairie View A&M University received funding under CETA to serve Waller County, making available funds to obtain 60 persons.

  The Prairie View A&M University Manpower Program has had a placement record of approximately 90% of its participants in both training and non-training related jobs. In addition to vocational preparation in a specific field, each trainee has received three hours of daily instruction in basic education.

The persons served by the Manpower Program range in age from 18 to over 40, with the dominating sex being females. Funding was provided by the U.S. Departments of Labor and Health, Education, and Welfare.

- Morris Brown College in Atlanta has conducted educational programs since 1881. It is currently participating in the Action Program and Title I Program of the Higher Education Act of 1965.

  The Human Relations Program at Morris Brown College has assisted the Urban Life Program at Georgia State University. Morris Brown College has adequate physical and educational facilities for conducting CETA programs.

- During the summer of 1977 Knoxville College participated in a CETA program consisting of a variety of courses in the placement of most trainees. The program resulted in a number of positions at various agencies. The successes attained in this program indicates that Knoxville College is committed to providing support for CETA programs.

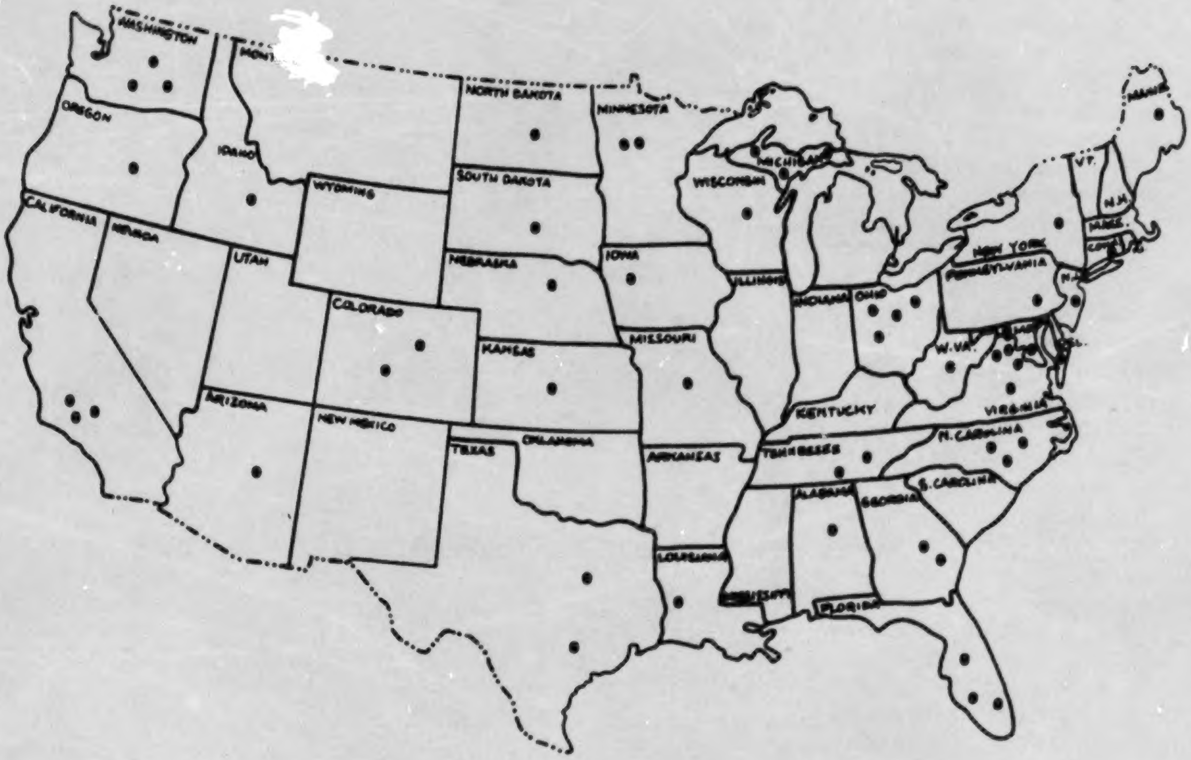
- North Carolina A&T State University offers courses in certain areas to accommodate CETA participants. The Departments of Psychology and Industrial Education and Technology offer a Manpower Concentration which provides an understanding of manpower planning, manpower program evaluation, and manpower administration. This concentration is designed to provide students with experience in coping with problems of employment and additional skills for careers in state, city and county government, federal agencies, private industry, and community manpower agencies.

- In addition, it has been noted by several respondents that the simplication of bureaucratic jargon would create a better understanding of CETA among the colleges and sharpen their abilities to interact. Also the notification of any change affecting CETA and the restatement of CETA's basic functions for 1979 would help to clarify the colleges' understanding of the programs.

## Prime Sponsors

As discussed in the methodology section, the prime sponsor sample consisted of 108 agencies. The response rate for this sample was 57%. In terms of geographic location of participating prime sponsors, most of the respondents were situated in DOL Regions 3 and 5 (18% each). There was, however, representation from each of the ten DOL Regions (See Figure 7).

Fig. 7 Prime Sponsor Sample: Geographic Distribution


WASHINGTON
MONT.
NORTH DAKOTA
MINNESOTA
MAINE
OREGON
IDAHO
MICHIGAN
WYOMING
SOUTH DAKOTA
WISCONSIN
VT.
N.H.
MASS.
CONN.
CALIFORNIA
NEVADA
NEW YORK
UTAH
IOWA
NEBRASKA
ILLINOIS
PENNSYLVANIA
N.J.
COLORADO
INDIANA
OHIO
MISSOURI
KANSAS
W.VA.
DEL.
KENTUCKY
VIRGINIA
ARIZONA
NEW MEXICO
N.CAROLINA
TEXAS
OKLAHOMA
ARKANSAS
TENNESSEE
S.CAROLINA
ALABAMA
GEORGIA
LOUISIANA
MISSISSIPPI
FLORIDA

The prime sponsor official with whom PFI related in the execution of the survey instrument was most often either the (1) Youth Coordinator (41%), (2) General Program Planner (14.8%), or (3) some other personnel including executive director, program monitor, etc. (14.8%).

When asked the extent to which their offices utilize college and universities to facilitate Title III (now Title IV) youth initiatives, more than 50% indicated that they seldom use this resource; while 39.3% reported involving universities often. Only 8.2% reported never having involved colleges and universities.

Of those prime sponsors reporting a relationship with universities, a clear majority (62.3%) utilized these institutions as participant worksites. The nature of utilization beyond this was broken down as follows.*

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*Exceeds 100% because multiple uses were reported.

## Table 1: Prime Sponsor Utilization of Universities Beyond Worksites

| | |
|---|---|
| Youth training | - 45.9% |
| Career guidance & counseling | - 37.7% |
| Member, citizens advisory committee | - 36.1% |
| Project operator | - 31.1% |
| Technical assistance | - 23 % |
| GED instruction site | - 23 % |
| Research | - 23 % |
| Staff training | - 21.3% |
| Evaluation | - 16.4% |

The foregoing delineates the current uses to which prime sponsors put colleges and universities. It is most interesting to note the prime sponsors' perspectives with regard to how they would utilize these university resources in ideal situations. The following indicates the order of utility prime sponsors attach to the various functions which college could most effectively perform (item #1 indicates greater perceived utility):

## Table 2: Ideal Utilization of Universities by Prime Sponsors

1. Career training
2. Staff training and development
3. Research
4. Programmatic development
5. Career guidance
6. Youth training
7. Technical assistance
8. Worksite training
9. Evaluation
10. GED instruction
11. Sources of information about community or special groups

This vividly reveals that training of CETA participants and prime sponsor staff research and, program development are perceived by prime sponsors as the most desirable utilization of universities vis-a-vis the CETA youth programs.

Only 9.8% of the participating sample reported the existence of state and/or local ordinances and policies which preclude or limit establishment of linkages with colleges and universities. A total of 13.1% felt that there were inhibitives to college participation based on their interpretation of Title III (now Title IV) regulations. Of this total, 75% felt that the regulations should be modified to facilitate such involvement. About 23% were uncertain as to whether the regulations restricted the establishment of linkages.

Of those completing the instrument, approximately 84% indicated that they routinely disseminate information concerning Title III to colleges and universities. The following represent (in descending order), the most frequently used vehicles by which such information is disseminated:

1. distribution of request for proposals (RFPs)
2. news releases
3. official publication of program notices.

Tied for fourth place were personal contact with university officials and word-of-mouth.

Of those reporting that they did not regularly disseminate information to colleges, a closer examination revealed that they, in fact, did disseminate such information. Nevertheless, they did not disseminate this information to colleges solely. In other words, colleges and universities were included in their overall lists of organizations and groups with which to communicate concerning prime sponsor programs.

When querried on the extent to which DOL National and Regional offices facilitate establishment of linkages between prime sponsors and universities the following responses were obtained:

Table 3: DOL Role in Linkage-Building

| | DOL Region | DOL National |
|---|---|---|
| Unknown | 44.3% | 54.0% |
| Never | 27.9% | 23.0% |
| Seldom | 24.5% | 19.7% |
| Greatly | 3.3% | 3.3% |
| Total | 100.0% | 100.0% |

This table clearly demonstrates that the prime sponsors do not perceive that DOL has functioned as a catalyst to facilitate such relationships. Perhaps DOL has not performed this function, or has not done an effective job of communicating with the prime sponsors on the extent and nature of its efforts. Whether or not the prime sponsors perceive this as a valid and needed function to be performed by DOL is important. Indicative of their feelings in this regard is the observation that approximately 47% of the prime sponsors view, as desirable, the creation of special Title III federal programs directed to small and/or minority colleges.

The 89.3% of the prime sponsors sampled which had some involvement with colleges and universities during the past 18 months, had such contact with a total of 113 colleges and universities. Table 4

## Table 4

### Colleges with Program Linkages to Prime Sponsors Over the Past Eighteen Months

| State | College or University | Title III Youth Program |
|---|---|---|
| Alabama | University of Alabama/Birmingham | - |
| | Miles College | - |
| | Birmingham Southern | - |
| | Bessemer State | - |
| | Jefferson State | - |
| Arizona | University of Arizona | yes |
| | Pima Community College | yes |
| California | Pasadena City College | - |
| | Vista College | yes |
| | Univ. Calif. at Los Angeles | yes |
| | Univ. of Southern California | yes |
| | Cal. State U. at Los Angeles | yes |
| | " " " " Northridge | yes |
| | Los Angeles City College | yes |
| | Southwest College | yes |
| | Valley College | yes |
| | Harbor College | yes |
| | Loyola Marymount U. | yes |
| Delaware | Delaware Tech./Community College | - |
| District of Columbia | University of the District of Columbia | yes |
| Florida | University of Central Florida | yes |
| | Florida A&M University | - |
| | University of South Florida | - |
| Georgia | Paine College | - |
| | Augusta College | - |
| | Medical College of Ga. | |

| State | College or University | Title III Youth Program |
|---|---|---|
| | Atlanta University | yes |
| | Georgia State University | yes |
| Hawaii | University of Hawaii | yes |
| | Univ. of Hawaii Community College System | yes |
| Idaho | Lewis-Clark State College | yes |
| Illinois | Illinois Central College | - |
| Iowa | N. Iowa Area Community College | yes |
| | Iowa Lakes Community College | yes |
| | W. Iowa Technical College | yes |
| | Iowa Western Community College | yes |
| | Indian Hills Community College | yes |
| | Iowa Central Community College | yes |
| | Southwestern Community College | yes |
| Kansas | Wichita State University | yes |
| Louisiana | Southern University | yes |
| Maine | University of Maine | yes |
| Maryland | Johns Hopkins | yes |
| | Community College of Baltimore | yes |
| | Coppin State College | yes |
| | Harford Community College | yes |
| | Morgan State University | yes |
| | U. Maryland Medical College | yes |
| | Prince George's Community College | |
| | University of Maryland | |
| Michigan | E. Washington University | yes |
| | University of Michigan | yes |
| | Cleary College | yes |
| | Washtenaw Community College | yes |
| | Wayne State University | yes |
| | University of Detroit | - |
| | Wayne County Community College | - |

Table 4 (cont.)

| State | College or University | Title III Youth Program |
|---|---|---|
| | Marygrove College | - |
| | Oakland Community College | - |
| | Shaw College | - |
| | W. Michigan University | - |
| | Wazanoth College | - |
| | Kalamazoo Community College | - |
| Minnesota | U. of Minnesota/St. Paul | yes |
| | " " " /Daluth | - |
| Missouri | Univ. of Missouri/Columbia | yes |
| | " " " /Kansas City | yes |
| Nebraska | Mid-Plains Community College | yes |
| | Central Tech. Community College | yes |
| | Univ. of Nebraska | yes |
| New Jersey | Stevens Technical Institute | yes |
| North Carolina | North Carolina A&T | yes |
| | Fayetteville State University | yes |
| | Methodist College | yes |
| Ohio | Univ. of Toledo | yes |
| | Bowling Green State Univ. | - |
| | John Carroll University | yes |
| | Cleveland State University | yes |
| | Cuy. Community College | yes |
| | Baldwin-Wallace College | yes |
| Oregon | Portland Community College | yes |
| | Mt. Hood Community College | yes |
| | Portland State University | yes |
| Rhode Island | Johnson & Walls | yes |
| | Rhode Island Jr. College | - |
| | Univ. of Rhode Island | yes |
| South Dakota | South Dakota State U. | yes |

## Table 4 (cont.)

| State | College or University | Title III Youth Program |
|---|---|---|
| Tennessee | Tennessee State Technical Institute | yes |
| | Shelby State College | yes |
| | Tennessee State University | - |
| | Fisk University | yes |
| | Vanderbilt Univ. | |
| Texas | Southern Methodist University | - |
| | Dallas Community College | - |
| Virginia | Marymount College | yes |
| | Virginia Union University | - |
| | J. Sargeant Reynolds Community College | - |
| | Virginia Commonwealth University | - |
| Washington | Edmonds Community College | yes |
| | Bellvue Community College | yes |
| | Highline " " | yes |
| | Green River " " | yes |
| | Shoreline " " | yes |
| West Virginia | Bluefield State College | - |
| | Salem College | - |
| | West Virginia State College | yes |
| | Shepherd College | |
| | West Virginia Northern Community College | yes |
| Wisconsin | Univ. of Wisconsin/Milwaukee | yes |
| | Marquette University | - |
| | Medical College of Wisconsin | - |

lists these institutions and categorizes their involvement. During this period Title III projects were funded at 70 of these institutions (62%). Further, approximately 33% of these institutions were community or junior colleges, and less than 11% were historically black. Finally, it was reported that 85% of the prime sponsor sample conducted at least one Title III-related site visit to a university during the past 18 months.

The prime sponsors indicated that they have established criteria for assessing the quality of proposals submitted by colleges at a rate of 64%. A total of 15% reported they had no established criteria and 21% responded that the question was not applicable because they had not funded any university proposals. These criteria are most often delineated in the context of Requests for Proposal (RFP).

A total of 22 prime sponsors (36%) reported a knowledge of linkages between colleges and community-based organizations. These linkages most often involved utilizing the colleges as worksites for youth employment programs.

According to 87% of the prime sponsor sample there are effective mechanisms by which the colleges make known to the prime sponsor their Title III program interests. Most often, this is handled through informal channels such as telephone contact, etc.

Though only 12% of the respondents reported knowledge of the existence of a formal or informal network through which participating colleges communicate with each other, approximately 64% view such a network as being desirable.

In an attempt to ascertain the prime sponsors' perspectives concerning whether they are amenable to creation of special programs designed to facilitate increased involvement of minority and small colleges, the following question was posed:

> "Indicate the desirability of having special state, local, or federal programs mandated by Title III directed to small and/or minority colleges and universities."

The responses appear in Table 5:

| | State | Local | Federal |
|---|---|---|---|
| Very important | 16.4% | 21.3% | 21.3% |
| Important | 27.9% | 23.0% | 24.6% |
| Not important | 31.1% | 31.1% | 31.1% |
| No response | 24.6% | 24.6% | 23.0% |
| TOTAL | 100.0% | 100.0% | 100.0% |

There seems to be an inclination toward identification of opportunities for small and/or minority colleges to assess the CETA youth initiatives, though approximately 24% of the sample did not respond to this question.

Finally, approximately 84% of the prime sponsors expressed a willingness to participate in developmental workshops designed to facilitate establishment and maintenance of linkages between prime sponsors and universities.

In addition to the foregoing, it is interesting to review select additional, unsolicited comments offered by the prime sponsors:

-- Two year colleges are most important to the program;

-- There is a necessity for HEW and DOL to get together before linkages can really be fully implemented;

-- Linkage involving not only colleges and prime sponsors, but also vocational education, is important to any improvement in CETA's delivery system;

-- As Title III programs show more development, specifically in the areas of career education and vocational exploration, colleges may be increasingly involved as direct resources for youth to help expose them to possible future training and specific career options;

-- Colleges need to provide realistic curricula and training for existing employment opportunities;

-- Rather than directly funding colleges, DOL should make funds available to prime sponsors so they may decide on which colleges to use such funds, and in what manner; and,

-- Positive linkages must be established between CETA prime sponsors and minority colleges because such colleges represent an untapped source of positive role models and years of experience and expertise in dealing with problems and concerns of minorities.

The 11 field interview case studies are reproduced in the appendix to this report. It should be reiterated, however, that PFI interviewed officials of the cognizant prime sponsors, selected minority as well as non-minority colleges and universities. The findings reveal, not unexpectedly, that a range of activities (linkages) exist between prime sponsors and universities. There are also a number of barriers or problems which preclude linkage building. As a generalization, however, it can be stated that the respondents agreed that there is a need for prime sponsors and universities to work together more closely.

The following are some of the findings accumulated pursuant to the field interview process:

- elitist attitude of some colleges and universities mitigate against their substantive involvement with CETA programs;
- universities selfish (economically oriented) in their approach to obtaining contracts;
- community or two-year colleges seem most interested in establishing linkages. However, because of staff and resource constraints, these institutions are not always capable of delivering quality services to prime sponsors and their constituents or clients;
- prime sponsor's contracts process often presents a barrier to college and university involvement;
- some prime sponsors feel they have in-house capabilities to perform functions (planning, research, evaluation) which otherwise could be contracted with a university;
- a lack of definition with regard to liability for CETA enrollees employed at universities limits utilization of universities as worksites.

The following summarizes the nature of college utilization at those sites chosen for field interviews:

-- worksites

-- on-the-job training

-- colleges have conducted workshops of various sorts for prime sponsors and enrollees

-- classroom training of prime sponsor staff

-- technical assistance to prime sponsors (e.g. casework and counseling techniques)

-- vocational training and instruction

-- management assistance.

# RECOMMENDATIONS

Based upon the findings herein delineated, and following analysis of subliminals, etc. PFI makes the following recommendations to the U.S. Department of Labor:

1. The Department of Labor, in conjunction with prime sponsors, should convene a series of developmental workshops to which colleges and universities would be invited (black and non-black). Such workshops would serve as a forum for information dissemination and maintenance of program linkages.
2. The Department of Labor should redouble its efforts to increase prime sponsor understanding and utilization of Title IV of CETA in relationship to Titles II and III. Perhaps the most effective vehicle for this would be a series of training and technical assistance strategies mobilized at the regional and national levels.
3. The Department of Labor should develop or commission the development of a "program guide" which describes methodologies for bridging the gap between vocational institutions, colleges, and prime sponsors toward a more effective education and training delivery system to CETA youth participants. This guide should include details relevant to the diverse, particular community settings and characteristics.
4. In view of observed prime sponsor interest yet, in some instances, inexperience in efficient resource utilization, the Department of Labor should provide detailed technical assistance to prime sponsors on how to effectively and efficiently utilize community resources to facilitate program actualization.
5. Prime sponsor utilization of universities should focus on (a) career training, (b) staff training and development, (c) research, (d) program development, and (e) career counseling and guidance.
6. Efforts should be made to increase the utilization of community colleges as technical assistance agents. Conscious efforts must be made to build their capacity to assist prime sponsors.
7. The special education capabilities of colleges (especially black or minority institutions) should be increasingly utilized to teach the educationally disadvantaged (the majority) CETA enrollees.

8. Cooperative ventures between black and non-black colleges and universities should be encouraged to facilitate institutional capacity building and to assure more sensitive and effective service delivery.

9. Both the Department of Labor and prime sponsors should initiate increased efforts to improve the understanding of CETA youth initiatives and contracting processes by black colleges and universities.

10. An examination of the processes by which prime sponsors disseminate program information to the community and prospective contractors reveals a need for more consistency. Consequently, the Department of Labor should focus its attention on development of guidelines for information dissemination.

11. In light of the Private Sector Initiative Program and other efforts the Department of Labor should focus efforts toward utilization of colleges and universities to facilitate job creation, and as possible employers.

12. The Department of Labor should fund one or more demonstration projects to stimulate increased linkage between black colleges or universities and prime sponsors. This will enable the gathering of more data on the most effective methodologies and frameworks within which the most successful marriage may be effected. From this could conceivably come a model for facilitating establishment and maintenance of prime sponsor/university program linkage.

# APPENDIX

## Field Interview Case Studies

### The City of Boston
### Prime Sponsor

On February 21, 1979 an interview was conducted with three senior staff members of the Boston Employment and Economic Policy Administration, which administers the CETA program for the Boston Metropolitan Area. The three staff members included the Director of Employment and Economic Policy Administration, the Deputy Director, and the Director of Educational Services. The following is a summary of the responses and observations drawn from that interview.

### General Description of Prime Sponsor-University Relationships

Boston is a community of more than 25 universities, 4-year colleges, and junior colleges, and is the home of such prestigous institutions as Harvard, MIT, Radcliff. These institutions set the standards and image of university training for the nation and the world as well. The overtly elitist posture of the Boston higher education community mitigates against substantive involvement of these universities in the implementation of CETA program goals. It was reported that the problem is manifested along three dimensions:

1. The lack of sensitivity on the part of the universities to the needs and problems of the economically disadvantaged and the hard-core unemployed; .
2. The lack of understanding and appreciation of CETA program and operating procedures;
3. The lack of appropriate staff time and capability to devote CETA program conceptualization and implementation.

The prime sponsor has made numerous attempts in the past to involve the universities in some meaningful way in the development and implementation of CETA programs. These attempts have often been in the form of requests for proposals, particularly with regard to Title IV programs. The response from the 4-year colleges was for the most part, discouraging, as they seemed to be more concerned about what the CETA program could do for their university than how the resources of the university could be applied to addressing the needs of the hard-core unemployed. Throughout the interview, it was continually stressed that the attitude of most universities is that they are "in business", and that they look upon any community involvement first of all as an opportunity to acquire additional monies. Therefore, it was reported that most of the responses to the requests for proposals were "very weak on content and program development, while very strong on budget."

Those universities that showed genuine interest in CETA programs submitted proposals that revealed a lack of sensitivity and understanding of the problems of training CETA participants. In particular, Northeastern University proposed to provide a basic English instruction course to qualify enrollees for the GED. Their proposed program was to involve students, which exceeded both the available funds and the normal group classroom size for CETA programs. More importantly, the university proposed to use Kenneth Galbraith's, "The Structure of the American Economy" as the reading instructional text for the course. Although the Prime Sponsor attempted to sustain the university's interest in participating in CETA programs, the proposal could not be accepted, it was not consistent with the needs of most enrollees.

By contrast, the junior colleges in the area not only expressed a genuine concern for participating in CETA programs, but also demonstrated a valid sensitivity to the types of problems involved in training CETA enrollees. The problem with the junior colleges is that they do not have sufficient staff time nor available expertise to develop comprehensive training programs that meet the requirements of the prime sponsor grantee provisions. The decision of the Boston Prime Sponsor, though, was that with some assistance, the 2-year institutions would be more appropriate for initiating a linkage program.

## Description of Linkage Activities

The Boston Prime Sponsor began its linkage activities through an initiative titled the "Boston Six", that involves the six community colleges in the Boston area. The schools include:

- University of Massachusetts - Two year program
- Bunker Hill Community College
- Roxbury Community College
- Massachusetts College of Art
- Boston State College
- Mass Bay Community College

The Prime Sponsor met with representatives of each of the schools to explore potential program development and two schools, Roxbury Community College and Bunker Hill Community College, were most receptive to establishing linkages. A program was attempted with Roxbury ommunity College to institute a pre-vocational training program. though $70,00 of Title IV funds were allocated for the program, the llege has not been able to develop appropriate scheduling and structional procedures due to shortages of staff time and adminis ministrative priorities. Bunker Hill Community College and the rime Sponsor have discussed possible course instruction for CETA taff in administration of "anti-poverty agencies". To date, the ogram has not moved beyond the discussion stage.

The Prime Sponsor has experienced some success in its "Pairings Programs", whereby a local high school and an area college are paired to provide work experience training for high school students. The high school students are placed in a worksite at the college under the supervision of a college employee in a type of on-the-job training (OJT) effort. There have been 24 OJT pairings with the community colleges and some of the major universities. Although many of the worksite experiences are in clerical and maintenance work, such as the boat repair and wood finishing worksite training at the Harvard Boat Club.

Given these initial efforts in establishing linkages with local universities, it was the consensus of those persons interviewed, that there is a greater need to work more closely with the universities in developing workable programs. They stated that a basis or precedent has been established for cooperative efforts between the CETA program and the universities, but that these are only initial steps toward the creation of a more substantive endeavor. The interviewees suggested that at this point, a series of workshops involving all the universities and the Prime Sponsors would be most beneficial. The workshops should focus on providing the universities with information regarding CETA, particularly Title IV programs, and orienting them to the specific training needs of CETA enrollees.

The universities in turn would be able to describe the extent of their capability in addressing CETA program goals; and feasible projects or program models could be identified upon which contractual agreements could be established. These workshops would address the kinds of problems encountered by both the Prime Sponsor and the universities in developing linkage programs and would identify possible resolutions to these problems, as well as the appropriate operational and supportive roles to be performed by both the Prime Sponsor and the universities. Most importantly, the workshops would establish an operational structure for on-going planning and program development between the Prime Sponsor and the universities for the implementation of CETA programs.

## Field Interview
## City of Atlanta

On March 6, 1979, an interview was conducted with the Youth Coordinator for the Atlanta City Prime Sponsor and the Director of the Atlanta Urban Corp., which is housed at Georgia State University. The following is a summary of the responses obtained in the context of these interviews.

Atlanta, Georgia, is a progressive urban area with a diverse socio-economic mix of residents. There are a large number of post-secondary educational institutions in the area (black and non-minority) with a fairly impressive record of responsiveness to the needs and problems of the community. Approximately 90% of the youths enrolled in the Title IV programs are black. Linkages have existed between the Prime Sponsor and Atlanta Junior College, Atlanta University, Clark College, and Georgia State University.

Though linkages have been established, the Prime Sponsor viewed increased university involvement, especially as related to Title IV, as problematic. One basic problem is a scarcity of funds. For example, it was reported that 80% of the summer funds will be utilized at worksites, 10% will be used for career planning, and 10% for innovative programs. The Prime Sponsor is inclined to view university participation in the context of innovative programs. The barrier to this seems to be that community-based organizations (CBO) receive priority consideration.

Another barrier to increased linkage building with universities is the convoluted contracts process required by the Prime Sponsor. Following is a brief sketch of this process:

1. Solicitations are published in the newspapers for a minimum of three days (June or July of each year).
2. RFPs are sent to prospective contractors listed in the Prime Sponsor's bidders list, and to groups responding to the public announcement.
3. Proposals are received. Initial weeding out is based on failure by bidders to demonstrate organizational capabilities.
4. A subcommittee (staff and advisory members) is established to review proposals.
5. The subcommittee makes recommendations to the full Youth Council and the Planning Council. The latter body makes final funding recommendations. These recommendations are reviewed once by the Mayor and twice by the City Council. An ordinance must be issued by the City Council to facilitate contract negotiation. From there prospective contracts are

forwarded to the City Attorney for review; with this office's concurrence the contract is finally signed.

The aforedescribed process takes between two and three months, and there is an obvious discriminatory effect on those potential contractors (e.g. universities) who are not now recipients of contracts. In addition, the Atlanta City Prime Sponsor's contracting process makes no provision for entertaining "unsolicited" proposals or concept papers. The possible effect of this, based on interview responses, may be that there is an inconsistency between the interests and priorities of the Prime Sponsors and those of the university community accounting for a relatively low level of university involvement.

Several questions were posed with regard to utilization of universities as planning or research and evaluation resources. The view of the Prime Sponsor, however, is that it possesses the in-house capability to appropriately carry out these functions. The view of the university community is that the Prime Sponsor is dogmatic and jealous about guarding its autonomy and prerogatives.

## Description of Linkage Activities

As previously stated, the Prime Sponsor has established linkages with Atlanta University, Clark College, Georgia State University, and Atlanta Junior College. The nature of these relationships ranges from university membership on citizen advisory committees (Georgia State) to contract work related to training, guidance and counseling and use of the institution as a worksite.

Atlanta Junior College operates a career exploration laboratory facility; Atlanta University and Georgia State University operated Summer Program for Economically Disadvantaged Youth (SPEDY) contracts (now terminated). SPEDY Proposals from Clark College and Morehouse were rejected.

Based on an interview with the representative of the Atlanta Urban Corps at Georgia State, it was revealed that this program had received Title I and III funds to facilitate placement of college work-study students who meet the prescribed eligibility criteria. This program is housed at Georgia State for administrative purposes only. The only direct link that the program has to the university is that participant and staff payrolls are handled by the university business office. The university does, however, receive considerable public relations benefits as a consequence of its association with the Urban Corps. As a result of the project, working relations (through placements) have been established between the urban corps and over 200 local social service agencies. These resources could, perhaps, be systematically tapped by the Prime Sponsor.

Interestingly, both the Prime Sponsor and the universities would like to see additional linkages established. They agreed that workshops, with this as an aim, would be desirable. From the Prime Sponsor's perspective, such workshops should (1) seek to increase university knowledge and understanding of all Titles of CETA, (2) enable the Prime Sponsor to share information about its notions regarding service delivery, and (3) provide practical tips about effective proposal writing (which seemed to be a significant issue). The representative of Georgia State indicated an interest in providing technical assistance (TA) and training to small service agencies in crisis management, general management, and networking. He indicated that the prime sponsor's bureaucratic requirements (forms, rigid procedures, etc.) caused problems for his institution.

# University of Michigan-Industrial Relations School
# Human Resources Institute

On February 22, 1979, an interview was conducted with the Director of the Human Resources Institute, which is housed in the University of Michigan School of Industrial Relations. The following is a summary of the responses and observations from that interview.

## General CETA-University Relationship

Although the University of Michigan is the largest employer in the city of Ann Arbor, there has been little activity between the University and the Prime Sponsor. The Director of the Human Resources Institute, who has extensive knowledge of CETA programs, and labor-employment programs in general, ascribed this lack of cooperation to the following issues:

- A low image of CETA enrollees by the University community,
- A lack of definition of responsibility or liability for enrollees while employed by the University,
- Interference and lack of cooperation of the University unions, who perceived enrollees as "scab" labor.

He stated that these three problems have continually intervened to minimize the role of the University in participating in CETA programs. The University, the Prime Sponsor, and the City have had numerous discussions over the past two years to find some solution to these problems, and while the problems of low image of CETA enrollees and union interference have been minimized, the liability problem remains the same. Specifically, the problem centers around who shall pay workmen's compensation for enrollees while they are being trained at the University.

The University has maintained that liability should be the responsibility of the Prime Sponsor, and the position of the Prime Sponsor is that since the enrollees are employed by the University, even though in an OJT capacity, the University must assume this responsibility. In an earlier interview, the Director of the Human Resources Institute reported that a tentative agreement between himself and University officials had been reached on payment of workmen's compensation, and that this should allow for increased participation by the University in CETA programs.

## Description of Linkage Activities

In 1976, the University of Michigan established the Human Resources Institute specifically for the purpose of hiring CETA enrollees. The Institute functions as a part of the School of Industrial Relations, and has employed 10 enrollees since its inception. The 10 enrollees were hired using Public Service Employees (PSE) funds and have worked in OJT positions such as, computer technician trainee, junior programmer, social worker technician, and research assistant technicians.

The Director of the Institute stated that the experience had been an overall success, and that it had shown that CETA enrollees can be developed into reliable workers in the University setting and can perform technically sophisticated tasks as well. In response to the concern regarding the risks of hiring CETA enrollees, he stated that although two of the enrollees had previous criminal records, there was never any incidence regarding behavior or work performance, and that most had moved on to permanent employment.

In other linkage activities, faculty members from the School of Social Work have provided management training workshops and casework technique training for CETA staff. They have also served on CETA Advisory Boards and as consultants to the CETA program.

The Director recommended that a series of forum-workshops be held to better expose University department heads and staff to the goals and operational mechanics of CETA, and to work out arrangements for establishing work-training positions for CETA enrollees in the University, as well as in other linkage activities.

# The City of Ann Arbor
## Prime Sponsor

On February 22, 1979 an interview was conducted with the Director of the CETA program for Ann Arbor, Michigan. The following is a summary of the responses from that interview.

### General Description of Prime Sponsor-University Relationship

In comparison to most cities, the Ann Arbor CETA program is relatively small. In the course of a year, it services approximately 3,000 enrollees. It has no areas of substantial unemployment, and the average local annual income is approximately $22,000. Ann Arbor is essentially a college town and the University of Michigan is the largest employer, thus the majority of the employment opportunities are professional and semi-professional positions.

Such conditions pose a difficult problem for the CETA program which must attempt to place hard-core unemployed or under-employed individuals in what are essentially professional jobs. Fortunately for the city, the CETA Director has had extensive experience in the OEO and Community Action Programs as well as in the genesis of employment-training programs, and is skilled in using every available resource in the community to develop employment opportunities for CETA enrollees.

Given the employment conditions of the city, it is necessary that most enrollees participate in some type of concentrated skill development that is directly linked to a known job opportunity in the community. Consequently, the use of higher education and advanced vocational training facilities is essential to the operation of the CETA program. The Prime Sponsor has no grantee arrangements or subcontracts, but instead enrolls over 80% of the CETA participants in some form of classroom training in one of the local colleges or vocational schools. The program uses a casework approach wherein each applicant is tested for general apptitude and employment interest, and then placed in a classroom slot for skills training. The classroom activity is associated with a particular job opening, which is usually some form of permanent employment. The Prime Sponsor uses the $100,000 of Title IV funds in the School-Career Program that focuses on high school students to develop vocational training and job placement programs for each participant before graduation from high school.

### Description of Linkage Activities

Although the University of Michigan is the largest employer and the largest educational facility in the area, the CETA program has had only minimal involvement with the institution. The University has provided a small number of OJT-PSE slots in clerical and maintenance positions, but an on-going problem has persisted regarding designation of responsibility for workmen's compensation and liability. The University has not wanted to assume this responsibility and has designated it to the Prime Sponsor. The result is that the linkage between the University and the Prime Sponsor has been limited with regard to enrollee placement in University work positions.

Nevertheless, considerable success has been achieved in the utilization of University staff as consultants to the CETA program staff. Faculty members from the School of Social Work have provided on-going training and technical assistance to CETA staff in casework and counseling techniques. University staff have also held training workshops with CETA staff on management procedures and administrative planning.

The majority of the classroom training has been given by the local community college and a number of vocational schools in the area. Specifically, an arrangement between the Prime Sponsor and the Washtenaw Community College was developed 4 years ago, wherein the college sets aside a series of classroom slots for CETA enrollees. The Prime Sponsor employs a special counselor who maintains an office at the college to assist enrollees in class scheduling and any classroom-related problems.

The linkage was initiated by the college dean, who is a former city official, and the CETA Director. Classroom training is given in such diverse areas as:

- dental assistants
- public administration technicians
- auto service
- welding technicians
- X-ray technicians
- computer science
- child care
- drafting
- nursing

The Washtenaw Community college has been flexible in developing courses with the CETA program that are tailored to the needs of the enrollees. In one case, the LPN program at the college was filled for a particular semester with 12 enrollees who wanted to seek employment as nurses, The CETA Director established an arrangement with the V.A. Hospital whereby its facilities would be used for the training and the college would provide the instructors. Subsequently, a commitment was obtained from the hospital to hire the enrollees upon completion of training. The program was most successful. Eight of the enrollees were hired by the hospital and the other four obtained employment at other institutions. The CETA Director has also placed enrollees in the LEAA-funded program at the college for training of criminal justice technicians and has secured cadet positions on the police force for the enrollees upon completion of training.

The CETA program also has special arrangements with the Michigan Technical Institute, a private business college, and the local cosmetology training school. At both sites the Prime Sponsor buys classroom slots and provides support and job placement. The Institute offers training for medical, legal, and executive secretaries as well as general typing and keypunching. Because there is a critical shortage of clerical workers in the area, most of the enrollees are easily placed on jobs, and many are placed at the University of Michigan. A similar arrangement was established with the local cosmotology school; and some of the CETA graduates have established their own businesses and presently hire other CETA enrollees on an OJT basis. The students go to school in the mornings and work in the shop in the afternoon; CETA pays the tuition and the shop pays the wages.

Basic education and GED training is provided through arrangements with the city vocational education program and the Washtenaw Community College. The CETA Director and staff have attempted to utilize every available resource in the city to provide training to enrollees.

It appears that the Ann Arbor program linkage is quite successful and emerges as a model for other cities. The key to this success seems to be attributable to the willingness of the Prime Sponsor and staff to strenuously pursue arrangements with the educational institutions that would benefit CETA enrollees and the program in general. The Director stated that the approach of using college classroom skill training as a direct access to a permanent job ensures that the student will work extra hard to complete the training. Also, there is a specific context in which the college and the CETA program can plan training programs that are specifically tailored to enrollees needs. He suggested that it would be most beneficial if other CETA programs in the Detroit-Ann Arbor area could work together in a concerted effort with the university and vocational training schools to develop and expand training opportunities for the hardcore unemployed.

## University of Missouri Extension Center

On February 22, 1979, an interview was conducted with the CETA Project Coordinator for the University of Missouri Extension Center at St. Louis. The following is a summary of that interview.

### General CETA-University Relationship

The Cooperative Extension Service of the University of Missouri, Lincoln University campus, has specialists and faculty who have provided support for youth development efforts statewide, since the early 1960s. The various centers have participated in CETA programs funded under Titles I, II, IV, and VI. The Coordinator stated that he first learned of Title IV programs in late 1977 through the Governor's Special Grants Program for Youth. In April of 1978, the Extension Center was awarded a Title IV grant which has been continued through 1979. The Extension Center has no direct contact with the St. Louis CETA office.

From experience with the Title IV grant, to date, the Coordinator stated that he feels the Title IV program is "too restrictive". He stated that their present project is only "fairly successful" in that it allows the center to teach only the basics and attempts to provide motivation. Although graduates are more employable after completing the program, there is no assurance that they will find work or return to school. He would like to see the program expanded to include a much younger age group, allowing for early motivation and career direction before youths become disaffected in their late teens.

He felt that self-image and motivational programs are more appropriate for the Extension Center and do not conflict with the para-professional and technical training provided by the St. Louis Community College System; or the GED program in the public schools. He stated that it is necessary to find the appropriate alignment between University goals and CETA goals.

### Description of Linkage Project

The Extension Center Title IV grant is devoted to a series of workshops in self-image and career development. The center employs a staff of five education specialists and counselors who conduct these workshops in community schools, detention centers, churches, and civic organizations. The center is intended to serve approximately 2,000 disadvantaged youth in the St. Louis area.

The program is based on the premise that high unemployment among disadvantaged youth is due largely to low self-image and a lack of basic knowledge and skills in career planning and employment search. The program is divided into three phases that include:

1. Self-image Workshops - six sessions devoted to definition of self-image and perception of self and others, development of good posture, instruction on personal appearance, interpersonal relational skills, development of good listening habits, and stress management.

2. Career Development Workshops - sessions on how to complete employment applications and develop knowledge of interviewing techniques; how to write an employment resume, explore career choices, and develop a two-year career plan; and how to utilize community resources and general life management skills.

3. Job Development - a pilot career development program for 40% of the youth involved in the program, wherein the youth will be placed in direct employment and/or referred to skill development and service agencies that are consistent with the individual's career plan.

The Extension Center is also Coordinator of the Youth Employment Coalition, which is composed of youth services agencies that meet regularly to share information and ideas on youth employment and related interests. The center and the coalition also publish a directory of youth service programs and agencies that is used in career development workshops and distributed throughout the St. Louis community.

# Albany CETA Prime Sponsor

On February 27, 1979, an interview was conducted with the Director of Special Programs, and the Director of Youth Programs for the Albany Human Resources Center, Albany, New York, which administers the City's CETA program. The following is a summary of that interview.

## General CETA-University Relationship

The Human Resources Center operates the CETA program for the City of Albany only, and not the entire Albany County. The Center has approximately 1,700 enrollees each year and a budget of $900,000 for youth programs. There is little industry in the Albany area; the State government and the State University of New York are the largest employers.

The Center uses only one subcontractor, the local chapter of the National Alliance of Business which sponsor an OJT program for adults. The Center participates in a YEDPA-LEAA project with the local school system which performs testing, GED and basic skill training for high school drop-outs. The Center attempts to maintain maximum control over all its enrollees and develops individual training and work experience programs for each participant.

The Center has developed a series of linkages with the schools in the Albany area. There are 21 colleges and universities in the Albany-Troy-Schenectady Community, the largest of which is the State University of New York. The State University sponsors a special program entitled the Education Opportunity Center of the Capital District (EOC) which is located in Troy and is administered by the Hudson Valley Community College. Its function is to provide tuition-free educational opportunities, occupational skill training and counseling to anyone 18 years of age and over who is underemployed or unemployed. The EOC provides training in clerical and business, automotive, building, data processing and cosmetology trades, and course work in high school equivalency and college preparation.

In addition to the EOC the Human Resources Center also has special projects with other colleges in the area for work experience and CETA staff training. The officials interviewed stated that they would have more linkages if there were ample staff time to develop the contacts and training programs with the colleges. Recently, one official has assumed the responsibility of Educational Advisement Coordinator for CETA with the State University, which role is intended to determine if enrollee course work during training can be applied toward university credits in a two or four-year college program.

## Description of Linkage Projects

The Prime Sponsor has three types of linkage activities:

- Classroom training
- On-the-Job training
- Staff upgrading

### Classroom Training

As expected, most of the classroom instruction is performed by the EOC at the Troy campus of Hudson Valley Community College. At present, there are 20 enrollees taking course work in areas that include accounting, building maintenance, cosmetology, printing, auto mechanics, welding, typing and stenography, and general office worker skills. There are 10 enrollees in the college preparatory course which includes course work in writing techniques and science, and provides services in academic counseling and college placement.

While the course work is free, the Prime Sponsor pays a stipend to the enrollee for the period of classroom training, and works with the EOC in procurring permanent employment for each CETA student at the completion of the course. The only problem with the linkage program is that the EOC is located in Troy, and most Albany enrollees must arrange for special transportation. The transportation problem contributes to absenteeism, of which the EOC is most intolerant. Consequently some CETA enrollees continually drop out of courses and never acquire training in any skill area.

The Prime Sponsor also has a linkage agreement with the Albany Business College, where CETA enrollees, four at a time, receive instruction for ten weeks in retail sales. The college has a specially prepared program for the enrollees, and along with the Prime Sponsor, attempts to find permanent employment for each student upon completion of the course work. As with the EOC, the Prime Sponsor pays a stipend to the enrollee for the duration of the course.

### On-the-Job Training

The Human Resource Center uses 250 agencies, businesses, and organizations as jobsites in its work experience program. The program allows for 1,000 hours of work experience at each site, and most of the sites are in the State government system. The university worksites are the State University of New York (SUNY) and the Junior College of Albany. There are seven enrollees in work experience positions at SUNY. Five work in clerical positions and two in the print shop. The linkage was initiated by the Director of Personnel at SUNY, but the positions are completely subsidized by the Prime

Sponsor. If the enrollee demonstrates adequate performance, the University provides permanent employment. During the 3-month work experience, the SUNY staff provides on-the-job training and assist the enrollees in preparing for typing proficiency tests and the State Civil Service Exam. It was reported that some enrollees acquire jobs at other locations that offer better wages and greater opportunity for advancement. The work experience program at the Junior College of Albany is similar to the SUNY project. Both programs provide enrollees with opportunities to enter the State Civil Service System, which is the largest employer in the Albany area. The most significant problem with the university work experience projects is sensitizing the university staff to working with trainees, who often require assistance in adjusting to the work environment, as well as on-going skill development training.

Staff Upgrading

In 1975 the Prime Sponsor initiated a staff training linkage program at St. Rose College that provided training for CETA staff counselors. The program consisted of undergraduate courses in interviewing techniques, casework and career counseling procedures. The instruction was paid for by a $10,000 grant to the college and 30 CETA staff enrolled in the courses, which were particularly helpful to the para-professional staff members.

There is a reverse linkage project, wherein SUNY graduate students in the School of Social Welfare and Counseling perform internships at the Human Resource Center. These interns are used heavily in the summer youth programs, and some of them acquire permanent positions with the Prime Sponsor.

Since 1975, the Russell Sage College has provided course instruction in public administration to CETA staff. The linkage was initiated by the CETA Director who also taught at the college. CETA pays full course tuition which is usually $200 per course.

While the Albany CETA program has established viable links to the university community in the area, both officials interviewed stated that the higher education resources remained under-utilized, and that there remains a need to better sensitize the schools to the goals and needs of the CETA program. They suggested that a series of workshops involving all 20 colleges as well as the various prime sponsors in the area would be a significant start in addressing this problem and initiating new linkage programs.

# Houston Valley Community College

On February 27, 1979, an interview was conducted with the Assistant to the Vice President for Student Affairs for Hudson Valley Community College. The following is a summary of that interview.

## General CETA-University Relationship

Hudson Valley Community College is a two-year higher education institution with an enrollment of approximately 5,300 students. It receives one-third funding from Troy-Schenectady County, one-third from the State of New York, and one-third from student tuition. The official interviewed is Director of the Educational Opportunity Program(EOP) for the College, which is a non-degree program for economically disadvantaged students who have a genuine desire to pursue college work but have been denied admittance to the regular two-year degree program, have financial problems, and have a less than 80 high school grade point average.

The EOP provides counseling, tutoring, and college preparatory courses, and allows the student to enter the regular college program after one year, which extends the permissable time for degree requirements from 2 to 3 years. Many students take the college prep courses at the Educational Opportunity Center in downtown Troy and then enter the EOP for six months before qualifying for the regular degree program. The EOP also sponsors students in non-degree programs who wish to acquire skill training in an area for which there are no courses offered at the EOC or other local institutions.

At present, there are 1,500 non-degree students in the program which, according to the Director, is most suitable for many CETA enrollees. In the past, the program has involved less than 100 CETA students from the surrounding counties. He stated that this may be attributable to CETA counselors and placement personnel not being fully aware of the opportunities available in the program, and, hence, they direct most enrollees to the courses available at the EOC. Unless the enrollee has previously identified a specific career goal, for which there is training that is provided only at the college, it is unlikely that the EOP will be used as a job-training resource.

## Description of Linkage Projects

There are 15 CETA enrollees presently in the EOP. They are involved in training which includes course work for electrical technicians, dental assistants, X-ray technicians, computer technicians, and keypunch operators. The prime sponsor pays for one year of training and the EOP pays the remainder. The EOP and the prime sponsor counseling staff attempt to place the individuals after training. The EOP provides tutoring and counseling when necessary and encourages many enrollees to pursue the full degree program.

The Director stated that the college would like to expand its participation in the CETA program, and would welcome the opportunity to explore new programs with the area prime sponsors. He stated that a workshop-forum involving the area prime sponsors and other colleges would be most appropriate for enhancing the quality of training of the CETA program, and that Hudson Valley would be willing to serve as the host site for such a workshop.

## Detroit CETA Prime Sponsor

On February 23, 1979, an interview was conducted with the Assistant Director of Grants, Research Development Division of the Detroit Manpower Department. The following is a summary of that interview.

### General CETA-University Relationship

The Detroit Department of Manpower has over 40,000 enrollees in its various programs, with over 12 million dollars in Title IV programs, (YIEPP - 8½ million, YETP - 3.6 million, and YCCIP - 746 thousand). The Grants-Research Division has made a strenuous effort in the past to involve universities and community colleges in the CETA grants program, usually through special grant announcements and unsolicited proposals.

Although a number of higher education institutions are presently involved in CETA programs, the official interviewed stated that a series of problems exist that limit the degree of linkage activity and minimizes the effectiveness of existing efforts. She reported that:

1. Most of the schools are concerned primarily about the money, they are too self-serving and do not have the proper focus on employment,
2. The universities usually do not want to take the lesser qualified applicants, and by accepting only the creme of the crop, they build in their own success.
3. Most of the schools lack the sensitivity for training the hard-core unemployed and do not have the capability to provide non-traditional educational techniques; plus there are insufficient funds in the budget to build in the development of special education techniques into the project.

These problems tend to be more prominent among the 4-year colleges than among the junior colleges. The junior colleges have a greater sensitivity to training the hard-core unemployed, and some of them, particularly Wayne County and the Shaw College 2-year program, do provide basic educational training, but they feel that they must be totally successful in their efforts and therefore remain reluctant to take on the more challenging enrollee cases. She also stated that the lack of sensitivity on the part of the 4-year schools and the fear of failure on the part of the junior colleges mitigates against the development of many linkage efforts.

Additionally, she pointed out that many of the enrollees need more than technical skills; they need assistance in adjusting to the workplace and becoming "more rounded". She stated that many of the schools do not have the time or state that they do not have the expertise to assist enrollees in making these adjustments, and therefore request only applicants that are prepared to work. Also, there is often a problem in scheduling of contractual arrangements and OJT assignments, in that the school year begins in September, but the Prime Sponsor may not be able to sign contracts until after the fiscal year begins, and this often discourages university participation.

Description of Linkage Projects

Most of the linkage activities are OJT, work experience training. The Prime Sponsor assumes all workmen's compensation and liability responsibility while the enrollees participate in the OJT projects. There are six higher education institutions presently involved in linkage projects. These include:

- Wayne State - received a YCCIP Grant to provide work experience and training in conservation and tree planting.

- Shaw College - received a STIP Grant to train dental assistants, and conducted a PSE Project to train enrollees in clerical and custodial skills. Most recently Shaw received a YEPT Grant to provide training in career development for the elderly.

- Highland Park Community College and the University of Detroit both provide vocational training and presently conduct classroom and on-the-job training in polimers and inhilation therapy.

- Wayne County Community College - received a special grant for the training of females. With the use of STIP funds the college provides training in areas not traditionally open to females such as, drafting and structural steel erecting.

- Mary Grove College - received a Title II Grant to develop assessment services for the Prime Sponsor. The College designed the assessment program and participated in its implementation with the CETA staff.

The Prime Sponsor has also used University faculty as consultants to the CETA staff. Recently, the University of Michigan School of Industrial Relations and Social Work provided workshop training sessions to CETA staff on employability development.

The official interviewed suggested that a comprehensive workshop, involving all the prime sponsors and the universities and two-year colleges in the Detroit area, would be most beneficial in resolving many of the problems relating to linkage projects. She recommended that the workshops should focus on:

- Developing a greater understanding, on the part of the universities, of CETA goals and the types of CETA grant monies available to the schools,
- Engendering a more substantive understanding of the needs of CETA enrollees and identifying the types of specific skills and programmatic activities that address these needs,
- Exposing the Prime Sponsors to the types and extent of potential programmatic resources available at the universities in order that the Prime Sponsor might be more able to assist the universities in the development and implementation of linkage activities,
- Exploring and identifying alternative certificate programs for CETA enrollees who cannot master certain academic skills, but who are sufficiently skilled to be employed.

## Wayne State University

On February 23, 1979, an interview was conducted with the Director of Employment Services for Wayne State University, and two of his assistants. The following is a summary of that interview.

### General CETA-University Relationship

Wayne State is a large, multi-program state-supported university located within the City of Detroit with many academic and community-related programs throughout the Detroit Metropolitan Area. The officials interviewed were unaware of any CETA-related projects other than those that they had developed in the Employment Services Division. It was learned from the interview with the Detroit Prime Sponsor, that the Wayne State Ecology Department conducted a work experience program using YCCIP funds, to train CETA enrollees in conservation and tree planting. The officials interviewed stated that there could be other programs in other departments, but unless the enrollees were placed directly on the University payroll, the project needed hiring approval from the Employment Services Office.

The Employment Services Division participated in one CETA linkage project. Though the project had problems, it was considered a general success, and the Division would like to continue it and pursue additional projects. The University has a critical need for clerical personnel. It employs more than 1,500 persons in the clerical fields and must compete with the large companies and corporations in the city for qualified applicants. The University competes with a handicap because its salaries are three to four thousand dollars less than the salaries offered by the large companies in the city. Consequently, the Division is open to OJT linkage projects for clerical personnel, but as pointed out, General Motors and the other large corporations also have clerical training programs, and they tend to draw the most qualified applicants, because they can offer higher salaries and greater opportunity for advancement. This poses a particular problem in that many of the positions at the University require clerical personnel with advanced skills in technical and statistical typing, for which many clerical trainees would not be qualified. Nevertheless, it is felt that given the clerical shortage of clerical personnel at the University, a well run OJT program could address many of the University's clerical needs.

### Description of the Linkage Projects

In 1975, the Director of Employment Services attended a meeting held by the Detroit Department of Manpower on University participation in the City's PSE Program. The meeting resulted in the establishment of a work experience project at the University, whereby the Employment Division was authorized by the city to hire 20 PSE clerical personnel. The University performed the certification, which at that time required the enrollee to have been unemployed for 30 days and a resident of the City of Detroit. The applicants were also screened for clerical skills and prior training and experience.

During the course of the project, 35 PSE enrollees participated in the program and 25 eventually obtained regular employment at the University. While under the PSE authorization, the participants were employed on a full-time basis, and received a salary of $8,000 per year with full union benefits. The problems began in late 1976 when the PSE certification regulations changed to require that the applicants also be economically disadvantaged. The University did not feel that it had the capability to accurately determine the economic disposition of the applicants, and, along with the voluminous certification paperwork required on all PSE employees, administration of the project became extremely time-consuming and cumbersome.

Eventually the City assumed all certification responsibilities and merely made referrals to the University. Many of the referrals made by the Prime Sponsor did not meet Employment Division standards and after a period of approximately six months, no referrals were made. Presently, though the program is still technically operative, there are no new participants.

It was suggested that what is needed is a well designed cooperative training effort between the Prime Sponsor and the University. The proposed effort would involve pre-skill training of applicants by the Prime Sponsor, who would then assign enrollees to the University Employment Division in an OJT arrangement. The Division could then utilize its senior clerical administrative staff to supervise and provide technical assistance to the applicants for a predetermined period of time while the applicants adjusted to the work environment and improved their skill proficiency. Once the trainees had attained the necessary skill proficiency they could be reassigned to permanent work positions within the University.

It was stated that Wayne State did not perceive any problem in handling the liability responsibility for the trainees while in the OJT phase and would be willing to allow for scheduling of continued classroom training during the normal working hours. In order for such a project to be established, it was stated that the University administration would have to initiate negotiations with the Prime Sponsor and authorize the Employment Services Division to work out the necessary details with the Prime Sponsor staff. He concluded by stating that a series of workshops and planning sessions between the Prime Sponsor and representatives of the University Department would be most beneficial in identifying potential linkage projects and clarifying operational procedures for establishing such projects.

## City College of San Francisco

On February 28, 1979, an interview was conducted with the Municipal Coordinators of the College CETA Program, and the Co-Directors of the College Skill Training Center. The following is a summary of that interview.

### General CETA-University Relationships

All CETA programs of the City College of San Francisco (CCSF) are funded under Titles II and III. Several of the skill training programs are funded by the college during the normal school year and by CETA during the summer. To participate in state college programs, California law requires that an individual be either 18 years or older, or a high school graduate. Programs for persons under 18 are run by the Unified School District.

Proposition 13 has caused an 18% cut in the community college's budgets, and it is eager to participate in any program that would restore some of those funds. The City College of San Francisco has had high praise for the Director of the San Francisco CETA Program and her staff, especially the CETA career opportunity specialist whose job it is to canvass the San Francisco area to assess job availability in various employment fields.

All the interviewees were familiar with the various CETA programs and the grantee process. They complained of the excessive paperwork involved in administering a CETA project. They also complained that they are obliged to accept enrollees only through the California Job Service and are forbidden to perform their own intake and outreach. They stated that the Job Service Counselors often referred applicants who were not suitable for classroom training. They also have problems planning their training schedule as a typical class includes 20 pupils and there is no way of knowing when the Job Service will be able to recruit 20 applicants.

### Description of Linkage Projects

CCSF presently offers vocational training through its Skill Training Center. As stated previously, the enrollees are referred to the Center by the California Job Service which performs outreach and intake. Under the title of classroom occupation training, the Center provides courses in the following areas:

- Business Machines Technology - 50 participants are provided 740 hours of electronic instruction and 740 hours of general machine repair.

- Vocational English as a Second Language - training for 23 Chinese and 25 Spanish speaking persons, to include audio-lingual method with conversational and written exercises.

- Allied Health - trains 40 participants in 50-week classroom and clinical training for Licensed Vocational Nurse (LVN) component, and Psychiatric Technician. Course completion requirements include passage of the State Licensing Examination.

The program also includes career guidance counseling, tutoring, and regular evaluations of the participants' progress. The Job Service Office and the CETA office provide placement and supportive services, although a placement officer is assigned to the Skill Center.

Training in the construction trades is offered to enrollees through the Adult Vocational School, which uses the Unified School District's facilities for night classes. The interviewees stated that most of their projects are successful with high placement rates, particularly in the clerical, LVN, and Psychiatric Technician Programs. They stated that only 15% of their current CETA enrollees are between 18 and 21 years of age, and it was felt that the Title IV Program would be an ideal way to expand the services into that age group. They stated that they would gladly participate in workshops and planning sessions to develop college-CETA linkage efforts under Title IV.

## Texas Southern University and the Houston CETA Program Division

On the morning of February 23, 1979, an interview was conducted with the Personnel Services Division of Texas Southern University (TSU). In the afternoon of February 23rd an interview was conducted with the Assistant to the Director of the Houston CETA Program. The following is a summary of those interviews.

### General CETA-University Relationships

Like many prime sponsors, the City of Houston sub-contracts much of its CETA training to non-profit organizations in the Houston Metropolitan Area. These sub-contractors include organizations such as, the Comprehensive Youth Service Center, the Neighborhood Center Daycare Organization, and a group called Vocational Guidance Inc. The latter is responsible for many on-the-job training programs and uses the Texas Southern University campus as a work experience and training site, which is funded through CETA Title IV and Title VI monies. While the Houston CETA program division does have a few contractual agreements with other colleges in the Houston area, and one of the TSU faculty members sits on the CETA Executive Council, there are no direct linkages between the program division and the University.

The Assistant to the Director stated that she did not feel that the university would be the most appropriate setting for CETA training. She stated that the division's experience with the Houston Community College System had not been satisfactory, in that the schools cannot be held accountable for fulfillment of training goals and that the regular OJT contracts were more successful in preparing youth for jobs. She added that of the 763 youths served under Title IV, only 200 were in school programs, and that most youth need so much remedial work that university involvement is too advanced. It is her opinion that the universities might be more helpful in providing CETA division and sub-contractor staff training in counseling and administration, and that Title IV funds should be used for motivation and career counseling.

By contrast, TSU is most pleased with its CETA project and expressed a desire to expand the Title IV activity. TSU's student population is 75% Black, 20% Mexican American and Asian, and 5% white. While TSU offers no structured course in motivation or career orientation, it does provide each enrollee with individual counseling and feels that exposure to the university's multi-racial and cultural student body provides enrollees with an extraordinary number of role models. Enrollees are also encouraged to pursue the GED and to take advantage of university classes and resources such as the Weekend College.

## Description of Linkage Activity

As stated previously, the Houston CETA Program Division uses the Houston Community College System and several private vocational training schools to perform skill training and job placement. Skill training consists primarily of welding, printing, and clerical instruction, and the schools attempt to place enrollees in work positions upon completion of training. Since the training does not necessarily lead to permanent employment and the schools cannot guarantee that the trainee will receive proper support during training or placement on a suitable job, the CETA Division is reluctant to renew these projects.

The TSU Project was initiated by Vocational Guidance,Inc., which is a sub-contractor to the CETA Division. Vocational Guidance performs outreach and intake of CETA enrollees and assigns them to work-training positions at the University. The training consists of classroom instruction and work experience in such areas as clerical, painting, printing, electrical, carpentry and motor mechanics. Many of the enrollees are hired by the University in permanent positions upon completion of the training, while others obtain employment elsewhere, and some pursue completion of their GED and enroll in college courses. Most of the enrollees are high school drop-outs and 95% are minority.

TSU would like to expand its Title IV project and assume full responsibility for outreach and intake. Although there are questions regarding the responsibility for workmen's compensation and other benefits, which are presently handled by Vocational Guidance, the University would like to increase the number of CETA enrollees and develop more diversified programs of work experience and career motivation. Both the CETA Program Division and the University are interested in how other cities and schools are using Title IV funds and would welcome a comprehensive workshop to explore possible linkage programs.

## King-Snohomish Manpower Consortium

On February 27, 1979, an interview was conducted with the Program Development Specialists and Out-of-School Program Specialists for the King-Snohomish Manpower Consortium and Green River Community College. The following is a summary of that interview.

### General CETA-University Relationships

The King-Snohomish Manpower Consortium (KSMC) consists of prime sponsors from the cities of Seattle, Takoma, and the surrounding rural counties. The Consortium does not directly administer any programs, but sub-contracts to agencies such as the King County Executive Office. The Passage University counselors approach CETA enrollees "as if they need therapy rather than training" and suggest that they need a series of workshops on "street realities" so that they might understand how to relate to the average CETA participant.

### Description of Linkage Activity

A series of successful programs has been conducted at the community colleges in the Seattle area. The Consortium is particularly pleased with the drafting and nursing courses and the English as a second language courses. A special project is underway at the Green River Community College entitled Earn to Learn Program. It is funded by a YIEPP grant wherein the Foundation and Operations Improvement Center conducts its CETA activities. All the interviewees stated that the Consortium University relationship has been "very good". These relationships have been primarily with the community colleges of which there are 12 in the Consortium jurisdictions.

The State of Washington has set a goal for community colleges within the State that requires 50% of their course work to be developed to vocational training and 50% to academics. Therefore, the Community College System has become a reliable source for vocational training of CETA enrollees. Those interviewed stated that the community colleges are better suited to CETA participants than the 4-year institutions in that many of the high school drop-outs participate in a six-week course that provides one-half day of work experience in custodial, clerical, and librarian jobs and one-half day of classroom work.

Course work includes:

- Vocational English - resume writing, application preparation, etc.
- Career Exploration and Job Success - seminars and field trips to worksites and talks with representatives of business and labor.
- Human Potential Seminars - discussions of personal problems, adjusting to work life and life management skills.

There are 60 youth enrolled in the program with a 25% minority participation rate comprised primarily of Asian and Spanish surnamed Americans. There are 2 teachers per every 15 students, and the college arranges course schedules to allow for travel time from work-sites to class.

The College also runs a year-round high school completion course funded under Title III. There are 200 students enrolled in the project, 93% of whom complete the program and 90% earn high school diplomas. The project employs a field supervisor who coordinates course schedules with employment hours. Although the program is primarily aimed at high school dropouts who have already found some form of employment, there is interest in seeing the program extended to cover drop-outs who have not found work; the program would help them make a smoother transition from school to employment.

## Seattle Central Community College

On February 27, 1979, interviews were conducted with the Director of Special Programs and the Director of the English as a Second Language Program (ESL) for Seattle Central Community College (SCCC). The following is a summary of those interviews.

### General CETA-University Relationships

Seattle is a metropolitan area of numerous nationalities; it has one of the largest oriental populations in the United States. Therefore, its 4-year and junior colleges provide a wide range of special courses and programs that relate to the needs of a bi-cultural and bi-lingual population. Because acculturation and language problems are powerful barriers to the acquisition and maintenance of permanent employment, Seattle Central Community College (SCCC) has worked very closely with the State Employment Service and the King-Snohomish Manpower Consortium in developing adult basic education programs that are specifically tailored to address these problems.

SCCC has been involved with CETA since its inception and has a thorough understanding of the grantee process. The Special Programs Director is presently a member of the Consortium Executive Advisory Board and works closely with the Prime Sponsor and sub-contractor staff in developing and reviewing programs. SCCC has had Title III grants and presently has a Title II-B grant that is designed primarily for oriental youth. The college has coordinated program activity through the Washington State Employment Service and the Operations Improvement Center, which is the major sub-contractor for the Consortium and handles intake and referrals.

The college presently does not have Title IV grants because the consortium has not completed development of its Title IV programs. The college's present grant involves the teaching of English as a second language, particularly as it relates to skill and job acquisition and development. The high schools are required to provide English education courses for non-English speaking students, but some schools do not provide such courses and many students drop-out, creating a sizeable unemployed youth population. The CETA project is aimed at the sub-population and includes course work in self-improvement, career orientation, and GED preparation.

### Description of Linkage Project

The SCCC CETA Project is funded out of Title III monies and is designed to teach English to 18 and 19 year olds whose native tongues include Korean, Phillipine, Japanese, Laotian, Cambodian, Vietnamese, and two dialects of Chinese. Ninety students are enrolled in a 22-week course at a cost of $200 per year per student. There is one teacher and one counselor for every 12 to 15 students.

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As stated earlier, the enrollees are referred to the college by the Operations Improvement Center. After the courses are completed, the enrollees are sent back to the Center for additional vocational training, placement, and follow-up. SCCC is one of 12 community colleges in the Seattle area that the Center uses to provide skill training under its Title II grant. Presently 60 enrollees are taking courses at SCCC that include:

- Aeronautics and Travel Management
- Business and Commerce
- Electronic Technology
- Health Services
- Education and Public Protective Service
- Engineering Technology
- Visual and Applied Communications
- Automotive, Mechanics and Carpentry Trades
- Hospitality and Personal Services (Hotel, Food, Fashion skills)

The college may also assist the Operations Improvement Center in job placement for the enrollees, although there are no contractual agreements or funds for this task. SCCC would like to see the English as a Second Language Program expanded to include younger enrollees and extended for a longer period of time to provide on-going assistance in making the transition from student or trainee to a full-employed member of the community. The Director of Special Education would like to see the counseling and acculturation services expanded to ensure that enrollees make positive adjustments at the worksite and in community life. Both interviewees expressed a strong desire to participate in planning workshops on developing Title IV programs that would be tailored to the needs of the types of enrollees presently involved in their programs. Since the city anticipates a large influx of Asian immigrants, Title IV was viewed as a means of providing educational and adjustment services to youth who would not be served through regular school programs.

# San Francisco Office of Employment and Training

On February 28, 1979, an interview was conducted with the Director of Employment and Training Programs for the City of San Francisco. The following is a summary of that interview.

The San Francisco CETA office has for sometime utilized the resources of the State schools in the implementation of employment and training programs. These schools include:

- San Francisco State University
- City College of San Francisco
- Cogswell College
- San Francisco Community College District
- University of California Medical School

One private institution, the University of San Francisco, is also involved in CETA programs. They have offered instruction in clerical and computer operations skills and serve as a public employment worksite.

The Employment and Training Office funds its college linkage training programs through YCCIP and YETP grants, as well as PSE monies. There are 80 youth enrolled in YCCIP and 628 youth in the YETP programs.

Representatives of the Consortium of San Francisco Colleges hold seats on the Employment and Training Advisory Council and participate in the design of future programs. A conference was held recently at the University of San Francisco Manpower Studies Division, and was attended by representatives of several local colleges and the CETA Office, to discuss past and future cooperative efforts between CETA and the colleges. The meeting, chaired by a Professor of Economics at San Francisco State University, allowed the various schools to vent their concerns and problems regarding present linkage activities, and to explore the possibilities of developing new efforts and expanding existing ones.

The San Francisco CETA Program Director stated that, while the four-year colleges have been helpful, they are generally more attuned to advanced education than to skill training, and are generally more inclined to offer management training to CETA staff than remedial or technical training to CETA enrollees. By contrast, the community colleges are geared more toward employment preparation; they "try harder", and prior to Proposition 13, they provided CETA's remedial reading, math courses, and job readiness courses with free instructors. Since Proposition 13, budgets have been extended one or two months at a time, making it difficult to plan new programs, or to be assured of the continuance of present programs.

Another effect of Proposition 13, is that the number of college instructors has been cut back, eliminating instructors who lack seniority. It was indicated that the older instructors are often less able and less enthusiastic about CETA programs. However, the community colleges continue to provide training in technical and clerical skills. They offer English as a second language courses in Spanish, Chinese, Korean, and other Oriental languages.

The CETA office funds a special summer clerical training course for unwed, pregnant women through the Community College District. CETA and the Community College District jointly fund an "upgrade" program for employed hospital aides and orderlies. In cooperation with the Veteran's Administration and other local hospitals, enrollees continue to work while completing a one-year course in preparation for the Licensed Vocational Nurse's exam. Graduate placement is 100%. A similar program is run by the CETA program office and the University of California medical school, which is located in San Francisco.

The San Francisco CETA program focuses more on OJT efforts than classroom programs, in that such training is more relevant and the placement rate is higher. Blue collar jobs are becoming more scarce in San Francisco as warehousing and manufactoring concerns move south to San Mateo and the East Bay Area; trainees are often "exported". There are, however, jobs in the construction trades. Several unions, including the carpenters, painters, and plumbers unions, are under court order to integrate their membership, and have agreed with CETA to provide training and employment to minority youth. The CETA program office provides six months subsidy, and, through the Community College District, provides remedial English and math or English as a second language. Sixty youths are currently enrolled in these OJT construction programs.

It was indicated that the colleges generally have much to offer CETA enrollees. The San Francisco CETA Program Director approves the use of discretionary funds to extend cooperative efforts, and stated that she would be glad to participate in a workshop session with the colleges and representatives from Washington to explore more effective ways to generate linkages through the use of Title IV or any other CETA funds. She suggested that a topic for discussion might be a consolidation of guidelines, in that there are now six sets of eligibility requirements and much of the paper work is duplicated and overly complex, and that it is often difficult to transfer a client from one program to another.

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